

DRAFT

Joint Management Plan

Canyon de Chelly National Monument

ARIZONA

FEBRUARY 1989

National Park Service
Navajo Nation
Bureau of Indian Affairs


DRAFT

JOINT MANAGEMENT PLAN
for
CANYON DE CHELLY NATIONAL MONUMENT
Chinle, Arizona

Prepared by

U.S. DEPARTMENT OF THE INTERIOR
National Park Service
Bureau of Indian Affairs
and
NAVAJO NATION

February 1989



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Recommended:

Superintendent
Canyon de Chelly National Monument
National Park Service

Date

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Chairman, Resources Committee
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Approved:

Regional Director
Southwest Regional Office
National Park Service

Date

Honorable Chairman, Navajo Tribal Council

Date

Concurred:

Area Director
Bureau of Indian Affairs

Date

WELCOME . . .

. . . to the planning process for Canyon de Chelly National Monument. Some of you may already have participated in our planning when we held public meetings in July of 1985 to find out what concerns you, the public, have regarding Canyon de Chelly. Perhaps you have also seen our Statement for Management, revised in February 1987, which describes the monument and identifies planning issues. These issues are included in the "Major Issues" section of the present document. Since that time, our planning team--which consists of representatives of the National Park Service, Navajo Division of Resources, local chapters, and Bureau of Indian Affairs--has worked to address these issues.

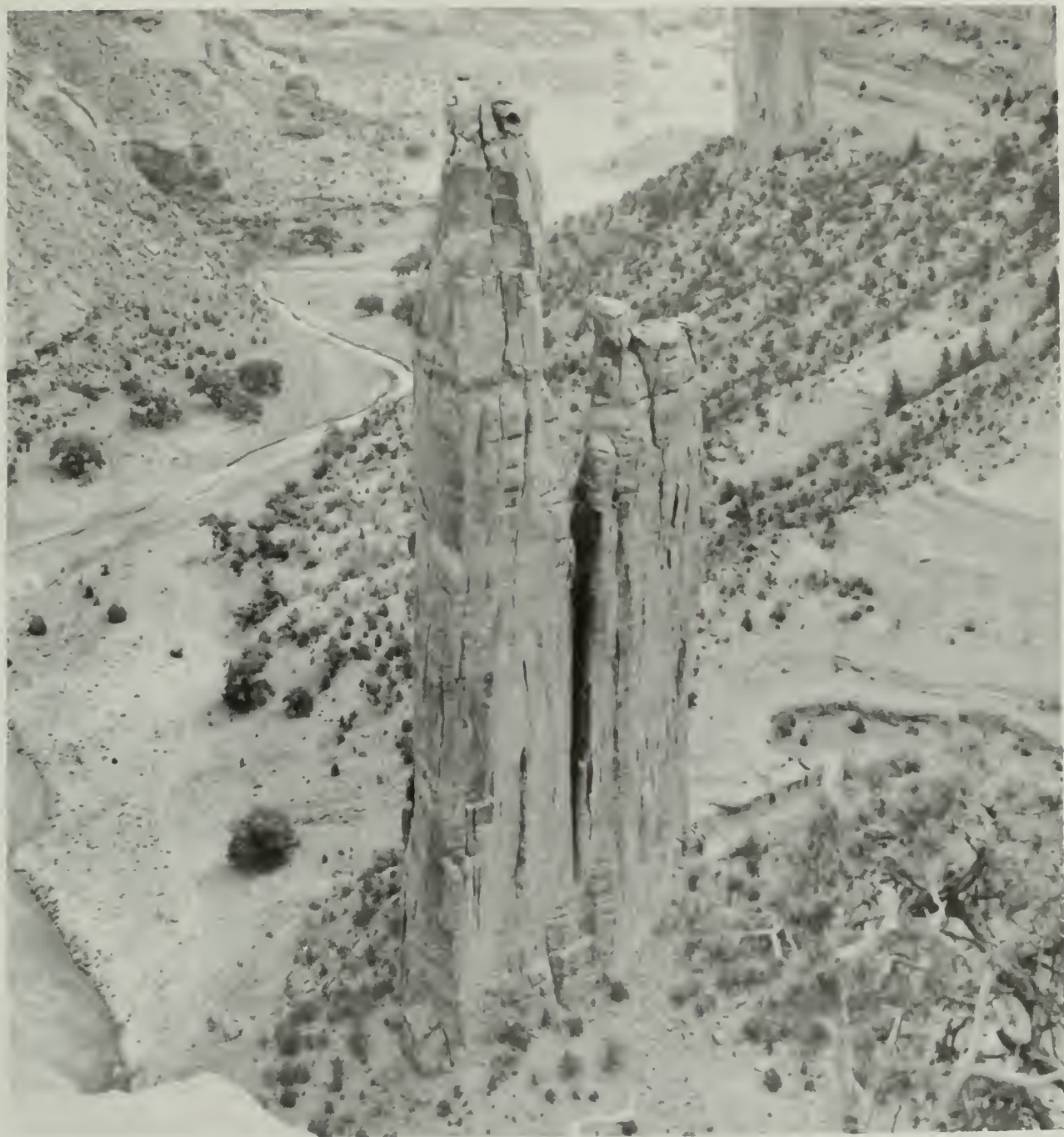
This document contains the results of our work. The ideas and actions which we think will best address the issues are included in the "General Policies" and "Proposal" sections of this document. There are also alternatives--ideas and actions that we considered but did not include in our proposal. These alternatives, the consequences of these alternatives, and the reasons why we selected the proposed ideas over the alternatives are in the "Alternatives" section.

We are very interested in your comments and suggestions about this document. We also want to hear any new ideas you may have. Once we have received your comments, suggestions, and ideas, we will revise this document, print it, and distribute it in final form. Please be aware that although we will consider all comments, we will not include all of the comments we receive. Also, remember that there may not be funds to accomplish all that is included in our plan.

Thank you for your help in planning for Canyon de Chelly.

The Planning Team

NOTE: Even though this document includes a proposal and alternatives, and discusses the consequences of the proposal and alternatives, it does not include compliance with the National Environmental Policy Act. See the "Legal Compliance" section near the end of this document.



Spider Rock

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SUMMARY

BACKGROUND . . .

Canyon de Chelly National Monument, established in 1931, encompasses three steep-walled sandstone canyons within the Navajo Reservation in northeastern Arizona. These canyons are rich in archeological and historic sites, and provide homes, farms, and grazing lands for Navajo families. The legislation authorizing the monument assigns primary responsibility for the management of its prehistoric cultural resources and administrative and visitor-service facilities to the National Park Service. The Navajo Nation retains ownership of the land and minerals, and is responsible for surface and subsurface uses of the land, including residential development, agriculture, and grazing.

MAJOR ISSUES . . .

Limited definition of the monument's purpose and significance.

Lack of a Navajo tribal land use and resource management policy recognizing the special values of the canyons. Potential and actual conflicts between some land uses, such as commercial timber-harvesting, hunting, trapping, and grazing--and national monument values, including the preservation of resources and scenic quality.

Erosion of farmland, and downcutting of the streambed.

Effects of increasing residential and commercial development within and adjacent to the monument.

Inadequate boundary definition.

Need to increase economic benefits to the residents and local community while simultaneously protecting the cultural, scenic, and ecological values of the monument.

Inadequate visitor facilities to handle increasing visitation.

Disturbance of canyon residents by littering, vandalism, noise, motorized vehicle tours, and lack of privacy; limited access for non-Navajos; and increasing requests for special recreational activities.

Inadequate and obsolete interpretive media; and inadequate visitor center interpretive space.

Inadequate role definition and cooperation among managing agencies.

GENERAL POLICIES . . .

To help address the abovementioned issues, the planning team has developed a set of general policies to guide the management of the monument. These policies apply to all planning alternatives except No Action:

The purpose of the monument will include the significance of the canyons to the contemporary Navajo along with the value of its archeological, historic, and scenic resources.

Cultural resource preservation and protection will include cultural landscapes and resources of significance to Navajo culture. Necessary studies, including a cultural landscape report, will be completed.

Natural resource management will take into account the special significance of Canyon de Chelly.

Grazing issues will continue to be handled by local grazing committees, and responsibility for agricultural permits and projects will remain with the Bureau of Indian Affairs and the Navajo Nation.

The major problem of erosion will be handled cooperatively by the Navajo Nation, local chapters and grazing committees, the Soil Conservation Service, the Bureau of Indian Affairs, and park management.

Canyon residents are recognized as an important asset to the monument, and monument management will work with them to guide future development.

Monument management needs to be aware of--and where necessary involved in--cooperative decisionmaking on uses of lands lying outside monument boundaries. Canyon residents and local community members will be encouraged to participate in the planning and management of the monument.

Accessibility for visitors with disabilities will continue to be an important goal of monument management.

PROPOSAL . . .

Establishment of a Navajo tribal park, and joint management of the canyons by the National Park Service and the Navajo Nation.

Establishment of a steering committee representing local Navajo chapters and canyon residents, to advise monument management.

Development of an integrated natural resource management plan, which will recognize the special values of the canyons; address erosion problems; and balance competing land uses.

Reassessment of the boundary issue after 3 years.

Addition of Three Turkey Ruins to the monument.

Provision for the review of proposed residential and commercial developments by the steering committee.

Increases in ranger patrols and some restrictions on visitor access.

Development of a trails study, to include a self-guided trail along one of the canyon rims.

Revision of the interpretive prospectus to expand Navajo interpretation, including contemporary Navajo themes; and completion of a visitor-use study.

Evaluation of the use of the Garcia's Trading Post site, and the existing visitor center for offices, visitor orientation, and other purposes.

Revision of the development concept plan for the headquarters area to incorporate use of the Garcia's Trading Post site and resolve issues in the adjacent Navajo residential area.

Development of a development concept plan for the Tsaile area to address resource protection and visitor contact needs, as well as issues at Tsaile Lake and circulation needs at the Navajo Community College.

Establishment of simple camps in each of the canyons to facilitate projects in the upper canyons.

ALTERNATIVES . . .

A no action alternative, under which present conditions would continue.

A minimum-requirements alternative, which follows the proposal except that it does not include the Navajo tribal park or use of the Garcia's Trading Post site. Development needs would be met by leasing office space in Chinle and rehabilitating the existing visitor center. A major emphasis on Navajo interpretive themes would not be feasible, and the Tsaile development concept plan would not be included.

Establishment of a federally or tribally designated wilderness area to include the upper canyons.

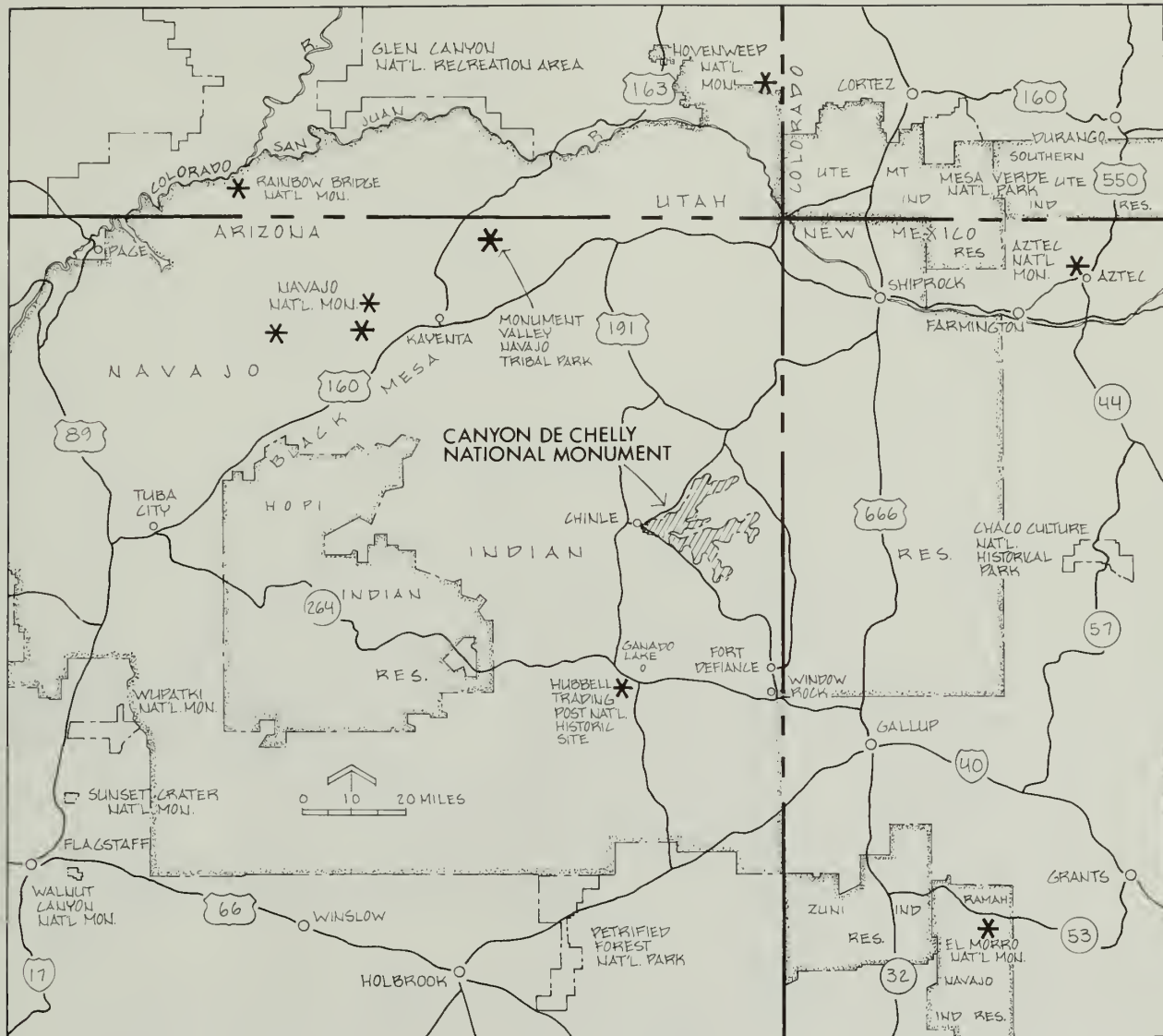
Exclusion of commercial timber-harvesting from the monument boundaries, or the creation of a 1/4-mile-wide buffer strip along the canyon rims.

Alternatives allowing for the national monument or tribal park boundary to follow the canyon rim roads.

Alternatives providing for the regulation of residential and commercial development, each having different degrees of regulation and including a comprehensive plan with a zoning scheme.

Visitor-access alternatives including: 1) a recreation emphasis, establishing picnicking facilities in the canyons and fee collection, and an additional self-guided trail into the canyons; and 2) a preservation emphasis, placing restrictions on Navajo non-residents and motorized vehicle tours.

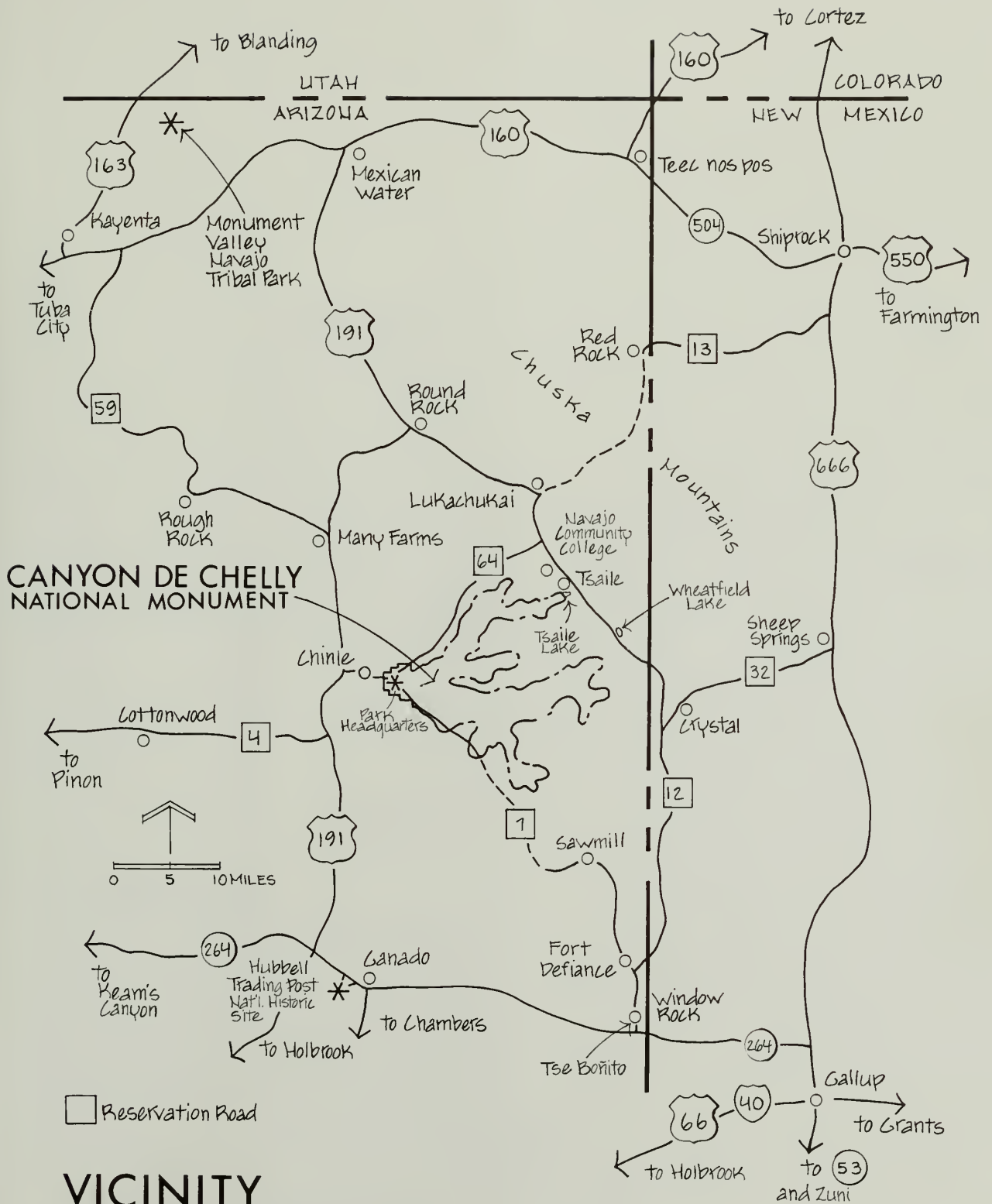
Options for interpretation, including the establishment of a model Navajo farm, rehabilitation of an orchard, and consummation of a cooperative agreement with the Navajo Community College for interpretation of contemporary Navajo themes.

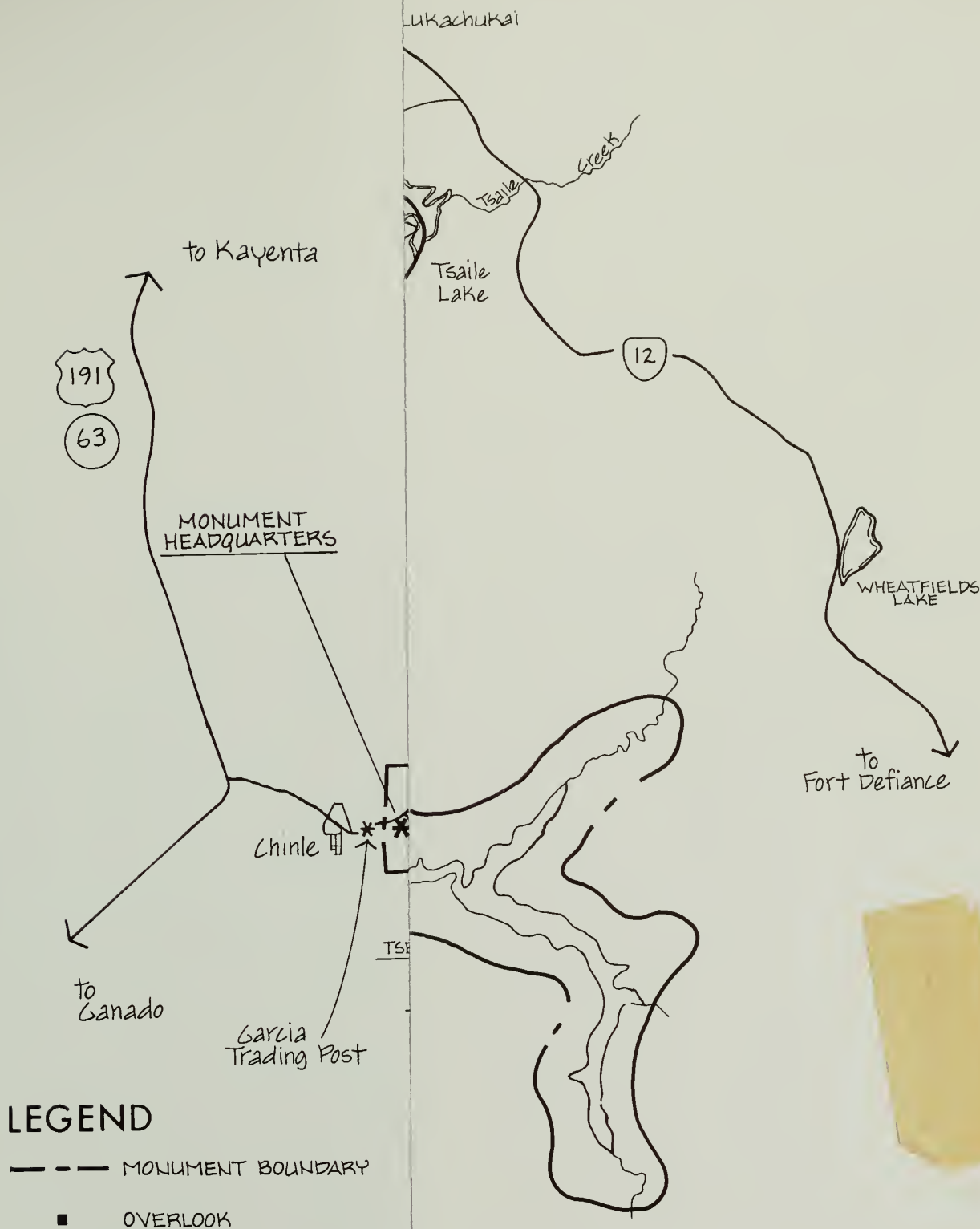


REGION

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JUNE 86/SWRO





LEGEND

- MONUMENT BOUNDARY
- OVERLOOK

BOUNDARY

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LEGEND
- - - MONUMENT BOUNDARY
■ OVERLOOK

BOUNDARY
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introduction

INTRODUCTION

THE PLAN

Deep within northeastern Arizona's Navajo country lie three vast canyons known as Canyon de Chelly, Canyon del Muerto, and Monument Canyon.

The steep red-brown, ochre, and gold sandstone walls of these canyons have been sculpted by wind and water into a wide variety of dramatic formations. Within large hollows in the canyon walls, and elsewhere throughout the canyon system, can be found entire villages and rock art representing the prehistoric Anasazi people. Here also are significant sites representing the history and religion of the Navajo people. Today, some 80 Navajo families live in--and on the rims of--the canyons. Although many canyon residents work in Chinle or other towns, most continue some traditional uses of the land, including grazing, farming, and orchard-keeping.

The National Park Service became involved in the Canyon de Chelly country in 1931. In that year, Congress authorized Canyon de Chelly National Monument, following approval of the national monument by the Navajo Tribal Council. Congress charged the National Park Service with the "care, maintenance, preservation, and restoration of the prehistoric ruins, or other features of scientific or historical interest." The National Park Service was also given the right to provide improvements for the "administration and protection of the monument," and for the "care and accommodation of visitors."

When it authorized Canyon de Chelly National Monument, Congress made a provision unique within National Park System units: the ownership of the monument's lands was reserved for the Navajo people--and this ownership included the rights to "all lands and minerals, including oil and gas; and the surface use of such lands for agricultural, grazing, and other purposes."

In the course of exercising its trust responsibility for Navajo Reservation lands, the Bureau of Indian Affairs

participates in decisions regarding land uses at Canyon de Chelly National Monument.

And so it is that today the management of--and planning for--Canyon de Chelly National Monument requires cooperative planning by three main governmental entities: the National Park Service; the Navajo Nation--on both local and Tribal levels; and the Bureau of Indian Affairs. A planning team drawn from these three managing agencies held public meetings in July 1985 at Chinle and Tsaile/Wheatfields to inform the public--especially local residents--about the plan, and to ask for help in defining issues. This draft joint management plan addresses the issues raised at the meetings. (See "Major Issues" section.)

The joint management plan is currently in draft form. When it becomes final, it will guide management of the lands within Canyon de Chelly National Monument for the next 10 to 15 years. The final joint management plan can be revised at any time to respond to changing conditions, and the public will be included in the revision process.

THE MONUMENT

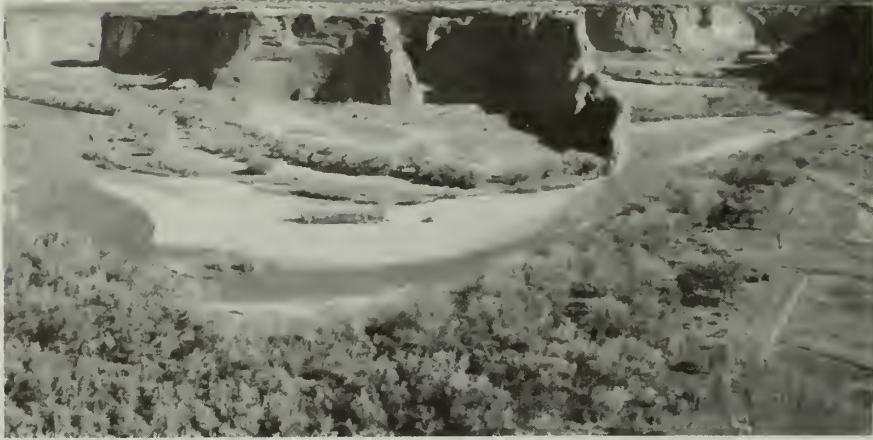
Natural and Cultural Resources

Canyon de Chelly National Monument contains hundreds of ruins and more than 1,000 rock art sites. Most prehistoric cultural sites represent the Anasazi culture, and date from approximately A.D. 700 up to A.D. 1300. Others predate the Anasazi, remain from sporadic occupation by Hopi peoples, or are Navajo. Canyon de Chelly is known for the high quality and large quantity of its perishable remains, including wood and fabric items and foodstuffs.



White House ruins

The canyons have deep historic and religious significance for the Navajo people. They are referred to in some of the most important Navajo ceremonies; and they contain numerous sacred places, and plants and animals used for religious purposes. In the late 18th and early 19th centuries, their steep walls provided a stronghold during conflicts with Spaniards, Mexicans, and Anglo-Americans. Canyon de Chelly was specifically mentioned in the Treaty of 1868, which set aside a portion of Navajo ancestral lands as a permanent homeland.



Lower Canyon scene

Canyon de Chelly National Monument is famous for its scenic beauty. Panoramic rim-top views take in sky, mountain, and mesa; and vivid, multicolored sandstone canyon walls contrast with a delicately beautiful perennial stream. Narrow upper canyons are rimmed with pinyon, juniper, ponderosa pine, and Douglas-fir, including significant old-growth stands; and important water-dependent environments provide habitat for myriad Southwestern desert flora and fauna, including several threatened and endangered species. The contrasting lower canyons are dominated by the presence of man--his prehistoric and historic remains, and contemporary hogans, houses, corals, and other features.



Upper canyon scene

Land Uses

The lands within Canyon de Chelly National Monument have been farmed from the time of the Anasazi to the present day.

Today, all monument lands are open to grazing, and almost every canyon family owns livestock. Livestock-raising is a traditional Navajo activity, and has both social and economic importance.

Navajos gather various plant products for food, medicinal use, dyes, basketry fibers, and other purposes; and wood is gathered for heat, cooking, and fence posts.

There is hunting, trapping, and fishing in the upper canyons.

Timber has been harvested from within, and immediately adjacent to, the boundary of Canyon de Chelly.



Navajo farm on canyon floor



Sheep grazing below Junction Ruin

VISITOR SERVICES

The Canyon de Chelly National Monument Visitor Center contains an information desk, exhibits, a slide program, and publications sales (provided by Southwest Parks and Monument Association, a nonprofit organization supporting monument interpretive programs).

The monument staff offers a range of interpretive talks, guided hikes, campfire programs, and craft demonstrations at the visitor center and other locations.

The Cottonwood campground is open all year. It offers restrooms, a picnic area (used by local and out-of-town visitors), picnic tables, a dump station, water, and overnight camping.

The historic Thunderbird Lodge, operated under a concession contract with the National Park Service, offers lodging, a cafeteria, and a gift shop. Several structures in the lodge complex are historically significant, and are listed on the National Register of Historic Places.



Spider Rock Overlook

Access to the canyon bottoms for non-Navajo visitors is limited to the White House Ruins trail (a moderately steep hike of 2-1/2 miles, round trip). Elsewhere in the monument, non-Navajos must be accompanied by either a member of the park staff or a Navajo guide.

The concessioner offers half-day and full-day vehicle tours of the canyons led by Navajo guides. Guides are also available for visitors wishing to hike or bring their own four-wheel-drive vehicles.

Horseback-riding trips are provided by three families who operate under a provision of the 1931 authorizing legislation giving Navajos the preferential right to provide riding animals in the monument.

Paved roads extend along the south rim of Canyon de Chelly and the north rim of Canyon del Muerto. Overlooks with paved parking areas offer visitors views of major ruins and scenic sections of the canyon. Brochures, pamphlets, booklets, and wayside exhibits provide interpretation.



Canyon de Chelly Visitor Center



Thunderbird Lodge



Canyon de Chelly Campground

major issues

MAJOR ISSUES

1. DEFINITIONS OF THE MONUMENT'S PURPOSE AND SIGNIFICANCE ARE LIMITED.

The canyons have a broader significance and purpose than is specifically stated in the authorizing legislation, which primarily emphasizes prehistoric archeological sites and the accommodation of visitors. For the families living within the monument, the beauty and history of the canyons are a source of pride. The canyons and rims are their homes; some have ties to the land going back for centuries. The canyons provide a source of water, rich farming and grazing lands, and forests--and they are inseparable from traditional spiritual values.

For the Navajo Nation as a whole, the canyons and rims are valued for their scenic beauty, archeological and historical features, and significance to Navajo heritage. They are also valued for the economic benefits offered by the forests along the rims of the upper canyons, including timber, wildlife habitat, and scenic areas for recreation. However, these lands have not been given any special tribal designation providing for preservation and protection of their special values. Rather, they are subject to the same tribal guidelines, policies, and regulations as other reservation lands.

For most non-Navajo visitors to the monument, the canyons are significant because of their rich archeological and historical resources, their scenic beauty, and the peace and quiet they offer. Additionally, many visitors have expressed a strong interest in contemporary and traditional Navajo lifeways.

In recent years, more and more Navajos have come to the monument as visitors, including school groups. For residents of Chinle and nearby towns, the canyons have become the local recreation area, popular for picnicking and parties, especially during the spring months when the most water is flowing.

2. THERE IS NO NAVAJO TRIBAL LAND-USE AND RESOURCE MANAGEMENT POLICY SPECIFIC TO THE CANYONS. SOME LAND USES CAN CONFLICT WITH NATIONAL MONUMENT VALUES, SUCH AS THE PRESERVATION OF RESOURCES AND SCENIC QUALITY.

Although there is widespread agreement that the monument has special significance not only for the American people as a whole but also specifically for the Navajo people, there is no recognition of this special significance in tribal natural-resource policies. Policies for wildlife, timber, grazing, farming, and water resources apply to all lands on the reservation.

Also, as the Navajo population continues to grow and economic development proceeds, pressures on lands and competition for resources increase. Such pressures and competition create the need for land-use planning that will balance competing uses and ensure that long-term needs and interests will be served.

In the face of increasing land pressures, the upper parts of the main canyons and the side canyons are a special concern. Although these areas are not pristine, they are the most natural areas within the monument, in marked contrast to the lower canyons, where the activities of man predominate. Because there is less grazing, less visitation, fewer vehicles, higher moisture, and more water, these upper canyon areas provide important habitat for plants and animals, including threatened and endangered species. There are also increasingly rare opportunities for solitude and contemplation, and a relatively undeveloped setting for recreation. As these comparatively wild areas shrink in size, and recreational demands for reservation lands increase, these more remote portions of the monument will become more and more valuable, both economically and spiritually.

In the upper and lower canyons, air and water quality are concerns. The Navajo Nation Air Quality Division is considering the Canyon de Chelly area for Class I air-quality status. Water quality is affected primarily by grazing, and also by farming and other agricultural activities.

There are several areas of potential conflict between current land uses and park values. Grazing has significant effects upon the vegetation and upon the timing and quality of water runoff. Predators and other animals such as beaver, bear, wild dog, and rodents threaten farms and

livestock. If hunting--which is a traditional activity and a potential fee-generator--is reintroduced, conflicts with general recreation values may arise.

One of the competing land uses in the upper canyon areas is commercial timber-harvesting. The timber industry is an important source of employment and revenue for the Navajo Nation. Approximately 9,880 acres along the rims of the upper canyons are within the Navajo Commercial Forest (see Commercial Timber Compartments Map). Some level of commercial harvesting has already occurred in all of the compartments that overlap the monument boundary. Commercial timber-harvesting and associated road-building are of concern because of their potential effects upon scenic quality, recreational activities, water resources, cultural resources, erosion, wildlife, and Navajos living within commercially harvested areas.

Background: The Navajo Commercial Forest is managed in accordance with the 10-Year Forest Management Plan, Navajo Indian Reservation, approved by the Tribal Council in 1983. Its goal is "to bring the forest into a well managed state and to approach regulation within one (1) rotation (120 years). Timber production is the major emphasis of managing the commercial forest, however, harvesting will be done within the frame-work of multiple-use considerations." The Navajo Nation consists of approximately 15 million acres, of which 537,553 acres are commercial timber lands. Approximately 95 percent of the timber is ponderosa pine; 4 percent is Douglas-fir; and the remainder is aspen.

From a management point of view, some land uses--such as grazing, farming, residential, woodcutting, hunting, and fishing--are continuations of Navajo traditional activities, and are more in keeping with the purpose and significance of Canyon de Chelly National Monument. However, as pressures on lands within and around the national monument increase, it is important that these more traditional activities be well managed. For example, range conditions are a serious concern not only within the monument but also throughout the canyons area. Also, agriculture can conflict with preservation values (for example, in regard to pesticide use, predator control, and motorized irrigation pumps). Grazing, and to a lesser degree agricultural uses, affect water quality.

Background: Any issues involving grazing are extremely sensitive politically. This sensitivity

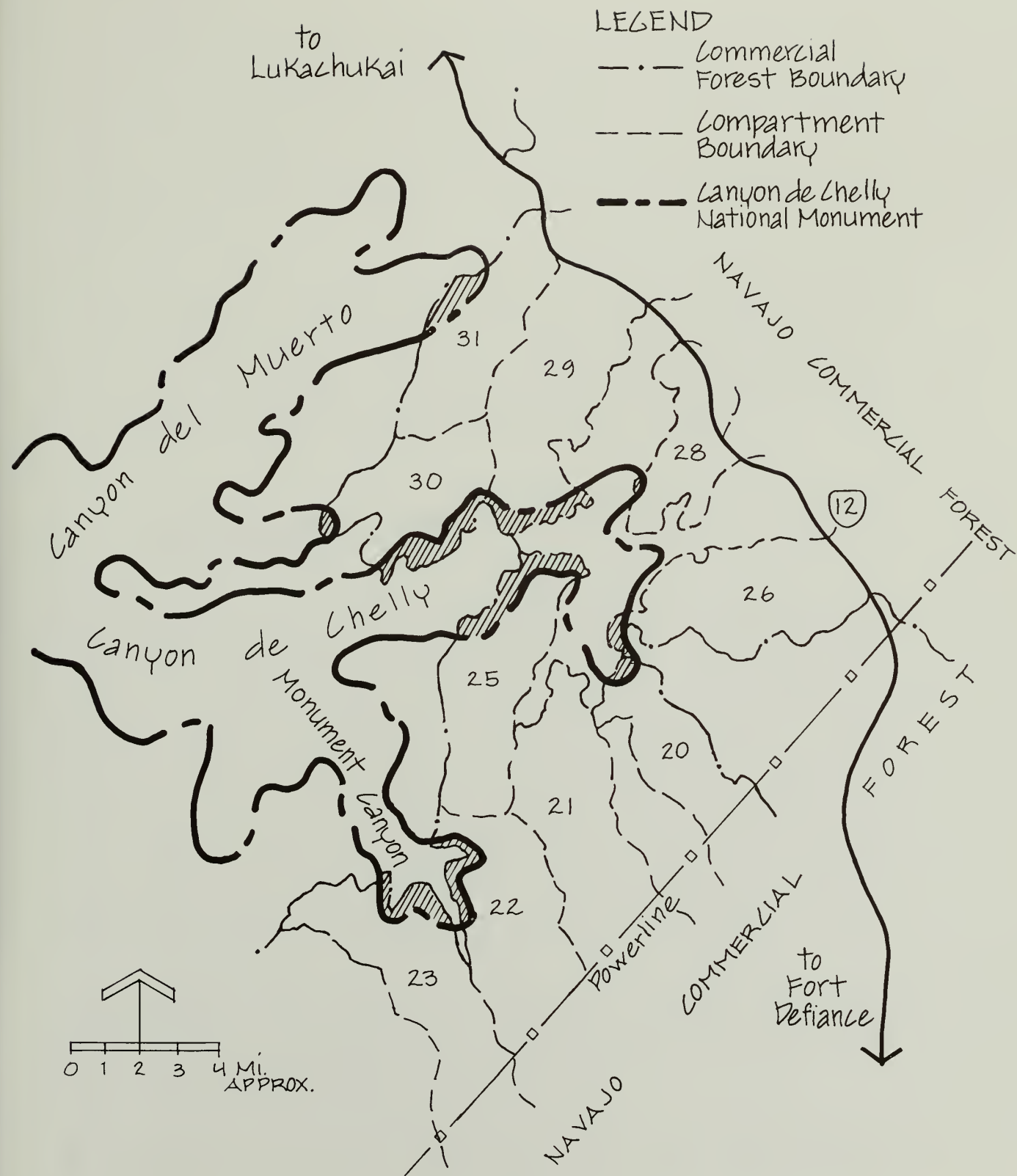
results in part from the stock-reduction and range-management policies instituted by the Bureau of Indian Affairs in the 1930s. "The effects of both have generally been considered even more devastating than the Long Walk, and their aftermath even today casts a pall over land use planning throughout the Navajo Reservation." (Schoepfle, page 4). Grazing has traditionally been an essential part of the fabric of Navajo life. In terms of subsistence, sheep remain the primary source of meat in the Navajo diet, although cattle are increasing in numbers. Sheep also provide wool for rug-weaving.

The activity of herding affects residence and seasonal-migration patterns, kinship relations, and the transmission of cultural values from one generation to another. "Navajos have recognized that it is easier to teach their children the many values and elements of character needed to function in Navajo society through the practicum of raising livestock. Children learn of thrift, generosity, responsibility, trustworthiness as well as the capacity for clear thought, planning, and foresight through raising livestock" (Schoepfle, page 8).

In warm-weather months, the Navajo raise corn, squash, alfalfa, melons, apricots, peaches, and apples. Most farming takes place in the canyon bottoms, but there is some dry-land farming primarily centering around alfalfa and corn on the rim near the community of Del Muerto and in a few other places.

Agriculture has declined over the past 20 to 25 years. The total acreage under cultivation has dropped from approximately 400 to between 150 and 200 acres. The canyons were once famous for the quality of their peaches; many orchards have now fallen into disrepair. Reasons for the decline in agriculture include erosion, difficult access to the canyons, grasshoppers and other pests, the small size of the farms in relation to the costs for farm equipment, and the increasing importance of the wage economy.

3. FARMLANDS ARE ERODING, AND STREAMBEDS ARE BEING DOWNCUT.



COMMERCIAL TIMBER COMPARTMENTS

Canyon de Chelly National Monument
U.S. Dept. of the Interior • NPS

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Sept. 88/SWRO

Erosion has long been a major problem. Sudden heavy flows of water through the canyons are common, especially after rainstorms. Streambeds shift, and flooding threatens prehistoric ruins and destroys farmlands. In recent years, severe downcutting of streambeds in some areas of the canyons has made the irrigation of farmlands difficult or impossible. The shifting of channels and downcutting have caused transportation problems for both visitors and local residents.

Although no definitive study has been done, erosion in the canyon bottoms is probably caused by rapid runoff of rain and snowmelt from the canyon rims and from areas upstream outside of monument boundaries. This is partly the result of natural processes. However, land uses including grazing, farming, timber-harvesting, and road-building have also affected the watershed and the canyon rims.

4. RESIDENTIAL AND COMMERCIAL DEVELOPMENTS ARE CHANGING THE MONUMENT.

The community of Chinle and the national monument are experiencing uncontrolled growth and development. Pressures for homesites, grazing lands, roads, utility lines, and other improvements are increasing. New homes and private roads are appearing in the monument headquarters area and along the canyon rim roads, and elsewhere. Unless the local community and/or the tribal government take some action, uncontrolled growth and development will change the scenic, natural, and ecological values of the monument and could damage archeological resources. Also, as the population grows, threats to cultural sites from vandalism and theft will increase. Changes in the appearance of the landscape significantly affect visitors because most of them tour only the headquarters area, canyon rim drives, and overlooks, and do not tour the canyon bottoms.

The landscape is changing from rural to more and more residential. Dwellings are changing from traditional architecture to contemporary houses and house-trailers. The latter are expected to grow in popularity because they are inexpensive and contain amenities.

The trend away from traditional architecture is accompanied by a change in land-use patterns. The traditional pattern is widely dispersed residences surrounded by grazing lands

on the rims and by farming and grazing lands in the canyons. Families spend the warm-weather months in the canyons, and then in winter move up to the rims, where it is warmer and there is a ready supply of wood for fuel in the surrounding forests. The current trend is toward larger clusters of homes on the rims, with decreases in the percentage of land used for grazing. A general movement to the rims from the canyon bottoms has led to less residential use and farming in the canyon bottoms. These changes are due in large part to the increasing importance of wages and salaries in the Navajo economy and the need for efficient transportation to jobs, schools, shopping, and medical services.

The only paved roads serving the monument are the North Rim Road and part of the South Rim Road. An improved dirt road leads from Tsaile Lake to the "peninsula" between Canyon de Chelly and Canyon del Muerto. However, the monument and surrounding area are covered by hundreds of dirt tracks, which contribute to erosion and affect the scenic quality of the monument. Some residences have three, four, or more dirt tracks leading to them. There are also roads accessing timber, woodcutting, and grazing areas, and the canyon rims. One reason for the number of roads is that the soil contains a lot of clay and quickly becomes rutted and impassable in wet weather so that parallel tracks become necessary. Poor roads are generally a problem for monument residents, and make it difficult for children to go to school, for employees to go to work, and for sick and elderly people to reach medical facilities.

Another problem associated with residential development is trash-dumping near roads and residences, and sometimes near or directly into side canyons. Although Chinle has a public landfill, there is no trash collection. There are no monument or tribal policies on solid waste at present. An addition to the tribal code concerning solid waste is being prepared.

Background: Residential development in the immediate vicinity of the monument is essentially unplanned. There are no zoning restrictions. Except for federal codes, which apply to federal building projects, no building codes are in force. The land is tribally owned, with individual families having rights to "customary use areas." There are tribal provisions allowing families to acquire a lease for residences constructed within their use area. The leases are needed when a family is seeking financial assistance or utilities; otherwise they are not



Wash bank erosion



Residential development on rim

required. The customary use areas are not surveyed, and perceived boundaries frequently overlap with neighboring use areas.

Families can also acquire homesite leases in areas outside of their own customary use areas. Leases provide for use of an acre of land, and require the consent of adjacent land users, local grazing committees, local chapters, the advisory committee to the Navajo Tribal Council, and the Bureau of Indian Affairs. There are no restrictions on the density or placement of homes within the leased area.

Business site leases are usually granted for from 1 to 4 acres of land over a period of from 10 to 25 years, with an option to renew. Leasing does not cover small businesses operated out of a person's home, such as the manufacture and sale of arts and crafts. At present, there are no businesses within the monument other than the National Park Service concession and the horse-riding operations.

Chinle, a community of approximately 6,000 residents, serves a wide area of the reservation. It contains five restaurants, three service stations, two supermarkets (one in a modern shopping center), two motels (including the National Park Service concession), an elementary and a high school, and a number of government offices. Chinle and five other Navajo Reservation towns have been designated major growth centers and targets for economic growth in the economic plans for the Navajo Nation. Chinle's population growth is presently limited only by the availability of housing. Two large housing developments containing 200 units were constructed in 1986-87. Numerous private homes have also been built. The median age for the community of Chinle is 19.2 years--only slightly higher than for the reservation as a whole (1980 census).

5. THE BOUNDARY OF THE MONUMENT IS INADEQUATELY DEFINED.

For most of the monument, the boundary is defined by the establishing legislation as "all lands in Del Muerto, De Chelly, and Monument Canyons, and canyons tributary thereto, and the lands within one-half mile of the said cany-

ons." This boundary does not include major portions of the canyon rim roads and overlook access roads, or important views from the overlooks, especially of the "peninsula" between the canyons. Because most visitors experience the monument primarily from the rim roads and overlooks, preserving the scenic quality of the views from these areas is a major concern.

On the other hand, the boundary includes areas that are little used by visitors and have limited resource values. It also includes areas of comparatively intensive residential development.

The boundary has not been surveyed. Because the canyon rims are irregular and cannot be precisely located, surveying would be difficult and very expensive. Policies and regulations specific to monument lands would be difficult to enforce because the boundary cannot be easily identified on the ground.

The boundary for the headquarters, the concession operation, and the National Park Service residential area was administratively determined in 1942 by the National Park Service and the Bureau of Indian Affairs. The Navajo Nation has claimed that this boundary determination was illegal, because they were not a party to the agreement. This boundary has not been completely surveyed.

Three Turkey Ruins lies outside the south boundary of the monument. This cliff-dwelling consists of 18 rooms and one kiva, and it is well known for its archeological significance and excellent state of preservation. Recently several incidents of pothunting were reported at these ruins. Tribal law-enforcement, cultural-resources, and maintenance staff are insufficient to protect these ruins or open them to the public.

6. INCREASING THE ECONOMIC BENEFITS NEEDED BY RESIDENTS AND THE LOCAL COMMUNITY MUST BE BALANCED WITH PROTECTING THE CULTURAL, SCENIC, AND ECOLOGICAL VALUES OF THE MONUMENT.

The major goals of the Navajo tribal government are to increase employment and to develop a sound and stable economy. Tourism is and will continue to be an important economic factor, and the tribe is currently involved in a major tourism planning effort. Decisions are needed re-

garding how Canyon de Chelly National Monument can best contribute to increasing employment and economic development while protecting cultural, scenic, and ecological values of the monument. These values are vital to visitors' enjoyment, and protecting them is essential to the future of tourism in the monument area.

The National Park Service and the concessioner currently provide jobs for Navajos (mostly from the canyons and Chinle), and visitors spend money at local businesses. However, many Navajos feel strongly that individual canyon residents and the local chapters do not receive their fair share of the economic benefits generated by the monument.

The Navajo Nation has announced plans for a major resort in the vicinity of the canyons. The location, design, and potential market for this resort have not been determined. The effects of this development on the monument need to be determined as soon as possible, preferably during development of this joint management plan.

Background: Estimates of unemployment for Indians on the Navajo Reservation range from 35 to 49 percent. In 1979 reservation-wide per-capita income was \$2,414, and the median household income was \$8,342. Most local employment is with local businesses or government agencies. A large percentage of personal income (an estimated 65 percent) is spent off of the reservation, especially in the nearby towns of Gallup, Farmington, and Flagstaff. The Navajo tribal government is encouraging on-reservation businesses to avoid this flow of money out of the reservation.

7. VISITOR FACILITIES ARE INADEQUATE TO HANDLE INCREASING VISITATION.

Canyon de Chelly is attracting an increasing number of visitors, not only from the United States but also from other countries, especially Western European nations. More and more people, both Navajo and non-Navajo, are discovering the canyons--due in part to the fact that population and travel in the southwestern United States in general are increasing, and also to the fact that the population of the immediate area is increasing. The protection of archeological and religious sites from trespass, vandalism, and

pothunting is already a serious problem, and it will become more serious with time.

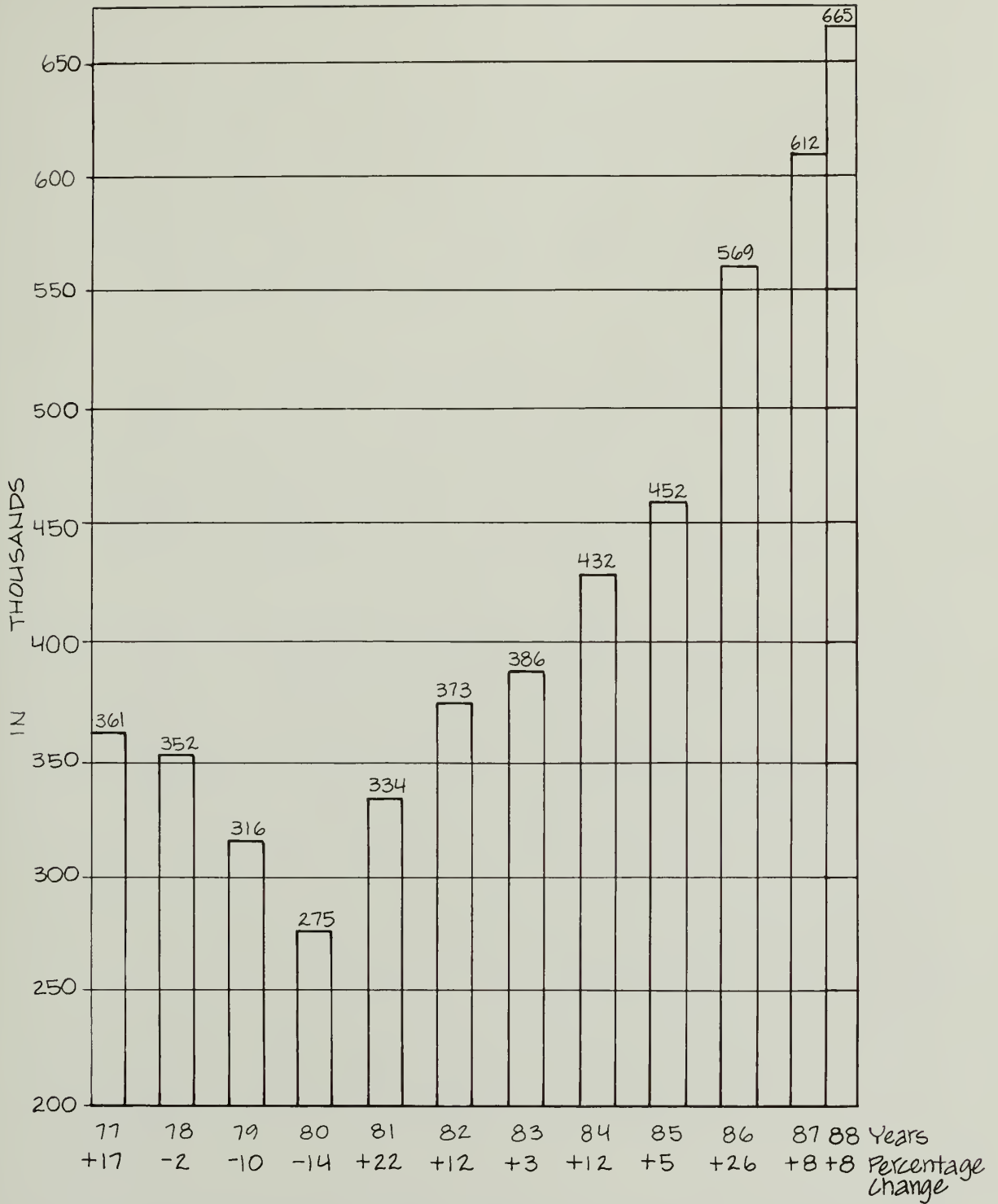
Facilities--especially the monument visitor center (including the parking area) and the White House trail--are increasingly overcrowded. The Thunderbird Lodge and the only other lodging facility in the Chinle area (the Canyon de Chelly Motel) are both booked solid through late spring and summer, and into the fall. Visitors who have not made reservations well in advance are forced to drive at least to Window Rock or Kayenta for a room.

Since 1980, there has been a dramatic increase in recreational use of the inner canyon of Canyon de Chelly by Navajo visitors. While most of this use is legitimate and encouraged by the National Park Service, there has been an increase in law-enforcement problems, as well as conflicts between canyon residents and non-resident visitors. Navajo visitors other than recreationists include schoolchildren and people visiting religious sites in the canyons. Pueblo Indians also visit the canyons for recreation, and for religious purposes.

Background:

Visitation: The number of recreation visits to the monument has increased almost 70 percent over the past 10 years, with 665,300 recreation visits in 1988. Although this figure may be misleading because it includes repeat visits to the restaurant and lodging facilities at the Thunderbird Lodge, it still indicates dramatic increases in visitation. The visitor center count for 1988 was 128,596, but many visitors, especially local residents and repeat visitors, do not stop at the visitor center. Non-recreation visits, including local residents and business and commercial travelers, totaled 629,014 in 1988. More accurate visitation figures are needed to determine future visitation projections.

Regional Recreation: There are several lakes within 35 miles of Chinle, providing opportunities for fishing, hunting, and camping. Most land is undeveloped, and used for grazing sheep and cattle. The drive from Window Rock north to Tsaile is especially scenic, with forests, meadows, and colorful and interesting mesas and buttes. Wheatfields Lake, along this route, offers a campground and year-round fishing. Camping and fishing are also possible at



CANYON DE CHELLEY YEARLY VISITATION 1977-1988

Tsaile Lake, and the Navajo Nation has planned additional water-based recreational developments in the area. Other nearby points of interest are Monument Valley Navajo Tribal Park, Hubbell Trading Post National Historical Site, Navajo National Monument, Petrified Forest National Park, the Navajo Tribal Museum at Window Rock, Navajo Community College, Tse Bonito Tribal Park (a zoological park), and the Hopi villages.

Navajo Community College: The Navajo Community College at Tsaile includes a cultural center, which seeks to preserve Navajo culture through documentation, study, and education. The college also offers exhibits and a gallery open to the public, as well as high-quality Navajo crafts for sale. In the summer, the college hosts various hostel programs and conferences. The college lies in a beautiful natural setting and is interesting architecturally.

The Masau Trail: Public Law 100-225 of December 1987 established the Masau Trail, a vehicular tour route linking prehistoric and historic cultural sites in New Mexico and eastern Arizona. Canyon de Chelly is specified as one of these cultural sites, along with six other areas (El Morro, Aztec Ruins, Pecos, El Malpais, and Gila Cliff Dwellings National Monuments; and Chaco Culture National Historical Park). The National Park Service has begun planning to determine and mark the trail route; establish criteria for new additions to the trail; and produce an interpretive package. Increases in monument visitation from the Masau Trail will probably add to the already-strained facilities and staff. Another issue concerns which route the Masau Trail will take to Canyon de Chelly. Will it come north from Window Rock to Tsaile and then west to Chinle, or will it go west from Window Rock to Ganado and then north to Chinle? Planning for the Masau Trail has just begun, and is scheduled for completion in August 1989.

8. VISITOR USE OF THE INNER CANYONS DISTURBS SOME CANYON RESIDENTS. ACCESS FOR NON-NAVAJO VISITORS IS LIMITED. REQUESTS FOR SPECIAL RECREATIONAL ACTIVITIES ARE INCREASING.

Recreational use of the canyons by Navajos is not regulated, and has increased in recent years. Also, some non-Navajos explore the canyons on their own in violation of monument regulations. Canyon residents have complained about littering, loud parties, drinking, destruction of property, theft, and a lack of privacy. These activities also threaten the fragile archeological and historic resources of the canyons. In 1986, an entrance kiosk was placed at the mouth of the canyons, and patrols were increased. These measures have helped, but many of the more troublesome local visitors have found ways to get around the entrance station, and personnel is insufficient to man the entrance kiosk and to patrol consistently.

Non-Navajo visitors may take the White House Ruins trail unescorted, but to experience the canyon bottoms, they must hire a private guide or go on one of the concession-guided tours. With recent increases in visitation, the White House Ruins trail has received heavy use, and during popular times of the year there is a constant stream of visitors on the trail. Some non-Navajos, especially hikers, have complained about a lack of opportunity for quiet and solitude. During the peak season, the concessioner runs up to four tours per day of up to four large motorized vehicles. Some canyon residents consider this an intrusion on their privacy. The tours also affect the experience of other visitors who prefer a more intimate, less mechanized visit to the canyons.

Another access issue concerns the kind of recreational activities permitted within the monument. There have been more and more requests for activities such as four-wheel-drive and dune-buggy-club excursions, hot-air ballooning, hang-gliding, and base jumping (parachuting from the canyon rims). Helicopter overflights have been proposed as a way of viewing the canyons.

9. INTERPRETIVE MEDIA ARE INADEQUATE AND OBSOLETE, AND VISITOR CENTER INTERPRETIVE SPACE IS INADEQUATE.

The present exhibits in the visitor center are nearly 20 years old. They do not include the results of recent research; they contain inaccuracies; and they do not fully cover the significance of the canyons to the Navajo. Contemporary Navajo life and important aspects of Navajo history are interpreted through ranger talks, but only a small percentage of visitors is reached. None of the

present interpretive program is directed specifically toward the increasing number of Navajo visitors. Except for some ranger talks and two wayside exhibits, interpretation is from the "white man's" rather than from the Navajo point of view. Another problem is the lack of space for additional exhibits in the present visitor center.

Because most visitors do not explore the canyon bottoms, a film has been highly recommended by National Park Service interpretive specialists to provide some experience of the inner canyons. However, there is no space in the existing visitor center for an audiovisual program.

Background: The interpretive program is based on the monument's 1981 interpretive prospectus. In this document, the significance of the monument is expanded beyond the authorizing legislation's emphasis upon historic ruins to include the Navajo people presently living in the canyon, and the spectacular scenic beauty of the monument.

The central interpretive theme presented in the prospectus is: "The canyons comprise a special place that has supported human occupation for two thousand years, including both the Anasazi and the Navajo occupations." Secondary themes include:

Why has Canyon de Chelly repeatedly been chosen as a place for long-term settlement? (good building sites, escape routes and defense against enemies, water, agricultural lands)

How have people used the canyon resources to build their societies? (native plants and animals, agriculture, water, building materials, selection of building sites)

How has man interpreted and expressed his feelings about living in the canyons? (art and architecture)

10. THE DEFINITION OF ROLES AND COOPERATION AMONG MANAGING AGENCIES IS INADEQUATE.

Management roles and responsibilities have not been clearly defined at Canyon de Chelly for the three major land management entities: the National Park Service, the Navajo

Nation, and the Bureau of Indian Affairs. Inadequate communication--or a lack of communication--has led in the past to misunderstandings, duplications of effort, and no action. Also, local residents get the "run-around" when they try to resolve problems.

The level of cooperation between the National Park Service and canyon residents has varied throughout the history of the monument, depending largely on the personalities and attitudes of National Park Service employees stationed at the monument. The potential for communication lapses and conflicts will grow along with increases in population, economic development, and visitation.

One problem in cooperation arises from overlapping jurisdictions within the monument and the reservation generally. There are grazing districts, school districts, and chapter boundaries (chapters are local political units, and parts of five chapters exist within Canyon de Chelly National Monument). There are also Bureau of Indian Affairs agency boundaries, county lines, and the national monument boundary. Chapter lines and the National Park Service boundary, and many others, are not clearly defined.

general policies

GENERAL POLICIES

TO THE READER: The joint management plan team has developed these general policies to guide management of Canyon de Chelly. These statements apply to the proposal and the alternatives presented in this document, except for the No Action alternative. They will not be repeated in the discussion of the proposal or the various alternatives.

Regarding your comments on this draft plan, you are not in any way limited to the general policies or the proposal and alternatives presented here. You are free to accept or reject parts of them. Also, any new ideas or suggestions are welcomed.

PURPOSE OF THE MONUMENT

Canyon de Chelly National Monument is a special place, set aside from surrounding lands because of nationally significant archeological and historical resources, its significance in the history and continuing tradition of the Navajo people, and its scenic beauty.

CULTURAL RESOURCES

Cultural resources are usually thought of as sites, structures, and objects of prehistoric and historic significance. Management of the cultural resources at Canyon de Chelly National Monument has followed a policy of preservation and protection. For example, ruins are kept in as close to their existing state as possible. Frequently they are "stabilized" to keep them from falling down or being gradually destroyed by weather, water erosion, damage from livestock, and other environmental factors. Protection of cultural resources from vandalism, theft, and other human-related damage is another important aspect of cultural resource management.

In addition to the preservation and protection of a site or structure itself, management is concerned with the land surrounding it. Cultural resources are generally considered inseparable from the surrounding landscape. The landscape around the site or structure should enhance, or at least not detract from, its integrity. For example, urban or typically 20th-century developments around a prehistoric ruin detract from the ruin's integrity and lessen its significance.

From a broader point of view, Canyon de Chelly National Monument is itself a cultural landscape--a combination of manmade (both historic and prehistoric) and natural features, not only reflecting the ongoing interaction between man and the environment but also having a distinct meaning within the Navajo culture. Furthermore, it is a landscape evolving and changing through time that will continue to change.

Canyon de Chelly contains significant resources associated with the lifeways of the Navajo people, and of some Pueblo groups. Certain species of plants and animals take on cultural significance when they are used in ceremonies, in the manufacture of clothing or implements, and as food. Natural features such as mountain peaks, buttes, caves, and springs may be culturally significant because they are associated with spiritual values. Prehistoric ruins frequently have spiritual significance in addition to their scientific and educational value. Traditional ways of life, stories, ceremonies, songs, and dances are also considered cultural resources. These ethnographic resources will be respected, and traditions will continue if the people choose to do so.

Another important aspect of cultural resource management is information-gathering and research. These activities provide the necessary background for management decisions, and contribute to the interpretive program--and therefore to public enjoyment. A minimum of the following studies are needed for Canyon de Chelly:

1. Cultural Landscape Report: The landscape of Canyon de Chelly National Monument is of interest to management from several points of view: maintaining the integrity of its prehistoric and historic sites and structures, traditional uses and perceptions of the land by Navajo people, cultural change, and preservation of scenic beauty as it is perceived by both Navajos and non-Navajos. This report would identify and evaluate the monument land-

scape from these varying points of view, thereby providing managers with the background needed to make sensitive decisions, such as decisions regarding residential developments. Navajos and an ethnographer experienced in Navajo culture should be involved in the preparation of this report to ensure sensitivity to Navajo viewpoints.

2. Completion of Cultural Resource Survey: Although an archeological survey has been completed for Canyon de Chelly from the mouth up to Monument Canyon and for Canyon del Muerto from the mouth to just above Mummy Cave, much of the survey work is incomplete or outdated. Canyon de Chelly was surveyed in the late 1940s. The survey at Canyon del Muerto, which covered only 12.7 percent of the canyon area, located 798 sites. Monument Canyon, the upper drainages of Canyon de Chelly and Canyon del Muerto, numerous side canyons, and the upper canyon rims have either not been surveyed or have been only partially surveyed. A complete cultural resource survey is needed to guide management decisionmaking and to determine whether specific cultural resources contribute or do not contribute to the National Register significance of Canyon de Chelly.

3. Rock Art Study: There are over 1,000 rock art sites in the canyons. These sites need to be documented, and methods of stabilization and protection identified.

4. Historic Structures Reports and Preservation Guides: There are over 700 prehistoric and historic sites within Canyon de Chelly National Monument that need to be professionally assessed to determine stabilization needs and set priorities for treatment.

5. Ethnographic Overview and Assessment: Although such an assessment has not been completed, a study of Navajo land-tenure patterns within the canyons, based on field research completed in 1981, is available (Andrews, unpublished doctoral thesis, 1985). It is important that this information be kept up to date. A study prepared as a part of this planning project (Schoepfle 1986) discusses the issues covered in this document from an ethnographic point of view. Future plans arising out of this joint management plan will also require an ethnographic component if they will affect the Navajo people living within the monument. Ethnographers experienced in Navajo culture and Navajos should be involved in all ethnographic work, since values and concepts may be best communicated in Navajo.

6. Historic Resources Study. The area within and surrounding Canyon de Chelly is historically significant to the Navajo people, and to the United States as a whole. A study of historic resources is needed to identify and locate sites of historical significance, and to identify sites eligible for the National Register.

A cooperative agreement or memorandum of understanding among the National Park Service, the Bureau of Indian Affairs archeology program, the Navajo Nation archeology program, Northern Arizona University, the Navajo Community College, and other concerned parties is recommended to address cultural resource management issues--especially research, preservation, and protection--on a more regional basis. This agreement would cover not only Canyon de Chelly but also other regional archeological resources. Other land management agencies, and Indian tribes who have ancestral ties to Canyon de Chelly, should be parties to the agreement or be consulted during its preparation.

NATURAL RESOURCES

Geologic features, water, soils, vegetation, and wildlife comprise the natural resources of the monument. The management of natural resources, including endangered and threatened species, is primarily the responsibility of the Navajo Nation and the Bureau of Indian Affairs; however, the National Park Service is concerned when cultural resources, federally endangered or threatened species, and monument visitors are involved. Although management of various aspects of the canyons is divided among different federal and tribal agencies, these lands must be viewed as a whole.

Natural resources, archeological and historical resources, human land uses, and the activities of visitors are inter-related. For example, erosion within the canyons is a natural-resource issue, a social and economic issue for the Navajo living there, and a cultural-resource issue when ruins and other archeological sites are damaged. Furthermore, the quality of the natural environment and decisions about the management of natural resources affect the canyon residents and the quality of visitor experiences. Therefore, planning for and management of the natural resources of the canyons needs to be integrated--that is, all these aspects of the environment and its uses should be considered. Furthermore, the canyons are part of a larger whole,

extending beyond monument boundaries, that should be considered in planning. For example, land uses in the watershed of the monument affect the hydrology of the canyons.

Although it is important to preserve the great natural beauty of the canyons, consumptive use of the natural resources of the monument is essential to the economic well-being of the canyon residents and important to the Navajo people as a whole. Also, activities such as farming, grazing, hunting, and fishing are traditional, and therefore contribute to the cultural values of the monument (see "Cultural Resources," above). Therefore, the emphasis is on wise management of natural resources in accordance with the other purposes and values of the monument.

Grazing

Grazing is important not only as an economic activity but also as it relates to traditional cultural values (see "Major Issues" section). However, grazing can have negative effects on the monument's archeological and historical sites, as well as on its natural environment. Although the enforcement of grazing regulations and resolution of grazing conflicts will remain the responsibility of local grazing committees (elected by the people from each of the two grazing districts that include monument lands), cooperation will be important among monument management, canyon residents, chapter representatives, and grazing committee members.

Farming

Farming and orchard-keeping are traditional land uses within the monument. The major responsibility for agricultural use permits and projects will remain with the Bureau of Indian Affairs and the Navajo Nation. Monument management will generally be consulted regarding these activities, and will support them, while minimizing conflicts with other monument values.

Erosion

Erosion is recognized as a major problem for local residents who wish to farm the canyon bottoms. It also makes travel within the canyons difficult and threatens cultural resources. Monument management will cooperate where pos-

sible with the Navajo Nation, local chapters and grazing committees, the Soil Conservation Service, and the Bureau of Indian Affairs to resolve these problems.

CANYON RESIDENTS

The National Park Service, the Navajo tribal government, and the Bureau of Indian Affairs all respect the rights of the Navajo people using lands within the monument. The rights to use these lands have been passed down to families by their ancestors. Canyon residents are recognized not only as a necessary part of the monument but also as a significant asset to its quality.

The overall policy concerning residential and commercial development within the monument will revolve around working with canyon residents to guide future development in such a way as to accomplish monument purposes while minimally affecting their lives. It is important to identify where monument values and traditional Navajo values coincide.

The planning team recognizes that various activities associated with the use of the monument by visitors have interfered with the privacy of some families. Local residents are encouraged to participate in the joint management planning process, and they will be consulted in future planning. Also, an important goal for future monument management will be to include canyon residents in the economic benefits of the monument whenever possible.

FEES

The planning team did not consider collection of an entry fee to the monument practical. There are three major points of entry into Canyon de Chelly: the road from Chinle, the North Rim road from Tsaile, and the South Rim road from Sawmill. There are also numerous less-developed roads. Much of the traffic on these roads emanates from local residents and other non-recreational travelers. However, if the tribal park proposal (see "Proposal") is approved, tribal park management may wish to reconsider fee collection at that time.

Collection of a user fee at the Cottonwood campground is presently under consideration. Further development of the campground is not included in this joint management plan because developed camping facilities may be provided by the Navajo Nation or private individuals outside of monument boundaries.

COOPERATION

Canyon de Chelly National Monument is not an island by itself. Management decisions and activities within the canyons may affect not only the people and resources within the canyons but also the surrounding communities. Likewise, activities in the general vicinity of the monument can affect the canyons. It is essential that monument management be fully aware of decisions regarding land uses, recreational development, tourism, and other related matters in the vicinity of the monument. It is equally important for the monument to communicate its decisions and actions to concerned parties.

Good cooperation between the National Park Service and local communities depends upon each side's understanding the needs and values of the other. The National Park Service will provide opportunities for local residents to express their concerns. Also, the monument will continue to expand programs oriented to the local communities that will foster an understanding of the National Park Service's mission to preserve and protect nationally significant resources and to provide for visitors.

HANDICAPPED ACCESS

Federal laws, National Park Service policies, and humanitarian concerns all require that monument facilities and programs be accessible to visitors, including those who have disabilities. Monument staff are currently working to provide access to monument features and programs for these visitors. Although many problems remain because of the nature of the terrain at most of the overlooks and because facilities and programs were originally designed without consideration for visitors with disabilities, substantial progress has been made.

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PROPOSAL

TO THE READER: The proposal contains the ideas and activities that the planning team felt would best address the major issues at Canyon de Chelly National Monument. There is also a brief discussion of the effects of the proposal upon the monument. In addition, the team also considered a number of other ideas and activities that were not included in the proposal. These are the alternatives. The alternatives are listed after each section of the proposal and are fully described in the "Alternatives" section, which follows the proposal.

PURPOSE OF THE MONUMENT

Under the proposal, the monument would be as much a heritage site for the Navajo people as it would be a national monument for the entire United States. Navajo life is rapidly changing. Some traditional ideas and activities are retained, some have been modified, and others are disappearing completely. There is a need, especially for Navajo young people, to be educated in Navajo lifeways. The commemoration of Navajo traditions both past and present would be an important aspect of Canyon de Chelly's purpose, and there would be an increased emphasis on the interpretation and preservation of the Navajo cultural heritage. Preservation and interpretation of the Anasazi archeological features and the scenic beauty of the monument would, of course, continue.

Alternatives: No action. Single-agency management.

ADMINISTRATION

Navajo Tribal Park

The lands within Canyon de Chelly National Monument would retain national monument status and also become a Navajo tribal park under the administration of the Navajo Parks and Recreation Department. That is, the monument would be jointly managed by the National Park Service and the Navajo Nation. Creating a Navajo tribal park to share management with the National Park Service would require a resolution of the Navajo Tribal Council. Also, the council would have to appropriate funds for the tribal park share of personnel and equipment as well as for an appropriate share of the administrative and maintenance costs. It is likely that joint management, once established, would be phased in over a period of years, with the Navajo Parks and Recreation Department taking on more and more responsibility.

Eventually, joint management would mean that both the Navajo Nation and the National Park Service would be involved in all aspects of monument management. This views the canyons as a whole system--the natural and cultural resources, the Navajo people and their activities, and visitors--both Navajo and non-Navajo. If the tribal park proposal is approved, an interagency committee would be established to determine the exact management roles and responsibilities of the agencies involved. However, in light of the establishing legislation for the monument, the primary responsibilities would be given as follows:

The following areas would be the primary responsibility of the National Park Service. Comments by all concerned parties would be fully considered.

- Archeological sites, Navajo and non-Navajo;
- Historic structures;
- Non-Indian visitors.

Primary responsibility in the following areas would lie with the Navajo Nation, and where required by law, the Bureau of Indian Affairs. Comments by concerned parties would be carefully evaluated, and monument/tribal park values would be fully considered.

- Farming;
- Grazing;
- Natural resource uses--timber-harvesting,
woodcutting, hunting, fishing, trapping,

mining, as well as management of wildlife
and air quality;
Indian visitors;
Residential and commercial developments (except
for visitor facilities;
Contemporary Navajo cultural sites.

After discussion by concerned parties, primary responsibility for the type and extent of new facilities for visitors, including roads and trails receiving substantial recreational use, would remain with the National Park Service. However, decisions on the location of such facilities would be the final responsibility of both the National Park Service and the Navajo Nation, including local chapters and residents. Decisions regarding facilities for joint administration of the monument would also be made by both the National Park Service and the Navajo Parks and Recreation Department. The general policies in the preceding section of the document would apply to both monument and tribal park management.

Although the content of the interpretive program as it regards Navajo themes would be agreed upon by the National Park Service and the Navajo Parks and Recreation Department, primary authority for the design and location of interpretive media would remain with the National Park Service.

As the Navajo tribal park increases its staffing and level of responsibility, as programs for cooperation with canyon residents and adjacent communities are established, and as visitation and services for visitors increase, substantial additional office and storage space would be required. Also, if new monument and tribal park employees are not from the local community, additional housing would be required.

These space needs would be met through acquisition, if possible, of the former Garcia's Trading Post site. This property is described under "Monument Development."

Steering Committee

Management of the monument would continue under existing legislation and authorities. To improve communications and coordination with the canyon residents and local communities and to review proposed residential and commercial developments, a steering committee would be established. This group would include the superintendent of Canyon de

Chelly National Monument, the director of the Navajo Parks and Recreation Department, a representative of the Chinle Agency Bureau of Indian Affairs, representation from the Chinle and Tsaile-Wheatfields Chapters, and interested canyon residents. Technical advisors--such as specialists in natural resource management, grazing management, and road construction--would be included as needed. The steering committee would meet regularly (at least quarterly). The superintendent of Canyon de Chelly National Monument would serve as coordinator for the committee.

Alternative to Tribal Park/Steering Committee: No action.

CULTURAL/NATURAL RESOURCE MANAGEMENT

The National Park Service would continue its current policy of preservation and protection of cultural resources and would seek to accomplish the studies listed under "General Policies." The cultural landscape report is recommended as a high priority because it would provide important information on how Navajos as well as visitors perceive the landscape and on the cultural values involved. This information is essential in working out culturally sensitive solutions to the issues regarding boundaries and commercial and residential development. Up-canyon camps (see "Monument Development" in this "Proposal" section) would be an asset to resource management and protection.

An integrated natural resource plan would be developed for Canyon de Chelly and the surrounding area. This plan would involve extensive inventory and data-gathering activities revolving around soil and range conditions, wildlife (including threatened and endangered species and their habitats), water resources, air and water quality, riparian ecosystems, and forests. A Geographic Information System (GIS) would be used as the data base. Cultural resources and socioeconomic data would also be part of this data base. The public would be involved in the development of the plan.

The integrated resources plan for Canyon de Chelly and a 1993 revision of the 10-Year Plan for the Navajo Commercial Forest would seek to balance conflicting land uses. Preservation of scenic quality and the relatively natural conditions in the upper canyons would be balanced with activities that consume natural resources, such as

timber-harvesting, grazing, pesticide use, predator control, hunting, and wood-cutting for home use.

Although decisions on the role of timber-harvesting within and adjacent to the canyons would be made in the integrated resource management plan, members of the planning team differed widely in their views on timber-harvesting, and public comment at this time on the future role of timber-harvesting and other resource uses in the upper canyons is welcome.

Close cooperation between the National Park Service, Navajo Tribal Forestry, and Bureau of Indian Affairs Forestry would be needed to minimize effects upon resources, including archeological resources, and recreational values. Archeological surveys must be completed prior to any timber-harvesting activity, and any unused or unnecessary roads must be reclaimed to as close as possible to natural conditions.

The Navajo Parks and Recreation Department would play an increasing role in natural resource management within the boundaries of the tribal park, coordinating with other tribal departments and divisions and various other governmental entities including the Soil Conservation Service and the Bureau of Indian Affairs.

A memorandum of understanding between the National Park Service and Bureau of Indian Affairs Forestry concerning wildland fire control would continue in effect. Similar agreements among the National Park Service, Bureau of Indian Affairs Forestry, and Navajo Nation Forestry would be negotiated to cover the management of prescribed fire.

Alternative for Natural Resources: No Action. Designate federal or tribal wilderness.

Alternatives for Commercial Timber-harvesting: No Action, which means continue timber-harvesting within monument boundaries. A) Exclude commercial timber-harvesting from lands within monument boundaries. B) Exclude commercial timber-harvesting from lands within 1/4 mile of the rims of the canyons.

EROSION

Erosion problems would be addressed in the integrated natural resource plan. It could include provision for a soil and water conservation group, made up of local canyon residents working with the Chinle Soil and Water Conservation District, to develop a conservation plan for the canyons. Also, monument management would cooperate with local chapters and grazing committees, the Navajo tribal government, the Soil Conservation Service, and the Bureau of Indian Affairs in accomplishing small-scale projects for specific areas of the canyons, if these projects are in accordance with monument purposes and values.

BOUNDARIES

The national monument and tribal park boundaries would both continue to be defined as 1/2 mile from the rims of the canyons, except in the headquarters area, where it would follow the description given in the 1942 agreement. This does not address most of the boundary issues stated in the "Issues" section. More discussion with local residents and a cultural landscape report (see "General Policies and Activities--Cultural Resources") are needed before a decision can be made on this subject. Within 3 years of the final approval of this joint management plan, the boundary issue would be reassessed by the planning team and the plan amended if necessary. Three Turkey Ruins would be added to the tribal park boundary.

Alternatives for Boundaries: No action. A) Define boundary primarily by the rim roads in lower canyons, 1/2 mile from the rims in the upper canyons. B) Define boundary primarily by the rim roads in the lower canyons, follows rims in upper canyons.

RESIDENTIAL/COMMERCIAL DEVELOPMENTS

Resolution of the issues concerning residential and commercial developments was one of the planning team's most difficult tasks. Although the increase in residential development poses resource protection problems--impacts on archeological resources as well as on vegetation, soils,

and wildlife--much of the concern involves preservation of the scenic beauty, and peace and quiet of the monument. Scenic beauty is, at least in part, culturally determined. A traditional Navajo, a visitor from New York City, a Navajo born and raised in Phoenix, and an "Anglo" rancher may value the landscape in different ways. Also, when viewed from a cultural landscape perspective, the contemporary Navajo lifeway is an essential cultural resource of the monument, and any measures affecting the existing patterns of cultural change must be carefully considered.

The planning team decided that the steering committee would be the most appropriate entity to begin resolution of this issue. This would provide an opportunity for the local Navajo people to become fully involved in the situation and work out their own ways of resolving the issue. The steering committee would review proposed residential and commercial developments and would make recommendations in accordance with the following objectives: 1) retain the rural atmosphere, scenic beauty, and relative quiet of the monument, and the integrity of monument resources; 2) allow for, and where desirable encourage, traditional activities such as farming and grazing; and 3) encourage the use of traditional architectural elements in contemporary buildings. These objectives may be modified as the steering committee gains experience and after the cultural landscape report is completed.

These goals do not imply that management would attempt to freeze the Navajo way of life in time. The monument/tribal park policy would be to work with local families, the chapters, the utility companies, and the various organizations involved in road design and construction to help provide families with the modern services and conveniences they desire while retaining certain aspects of the traditional past. Qualities such as having relatively few buildings on the land, scenic beauty, and peace and quiet are desirable for almost anyone and can be attained while enjoying the benefits of modern technologies.

At the end of every 6 months of operation, the steering committee would report on their progress or lack of progress toward these goals. These reports would be made available in written form to the National Park Service, Navajo Parks and Recreation, and the Bureau of Indian Affairs.

When possible, technical assistance in the siting of homes and other developments would be available. This would provide an opportunity for close cooperation with canyon

residents that could benefit both the families involved and the monument/tribal park. For example, a change in the proposed siting of a home could minimize the effects on the monument/tribal park, and technical assistance could lead to improvements in drainage or road access. Provision of such technical assistance would require a commitment in staff time and materials from the National Park Service, Bureau of Indian Affairs, and Navajo tribal government.

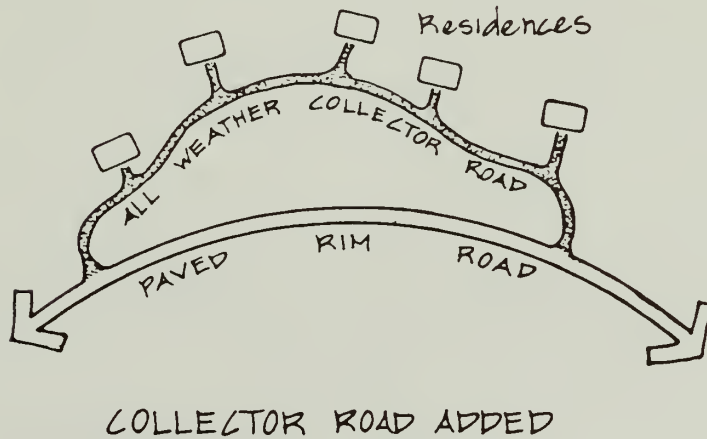
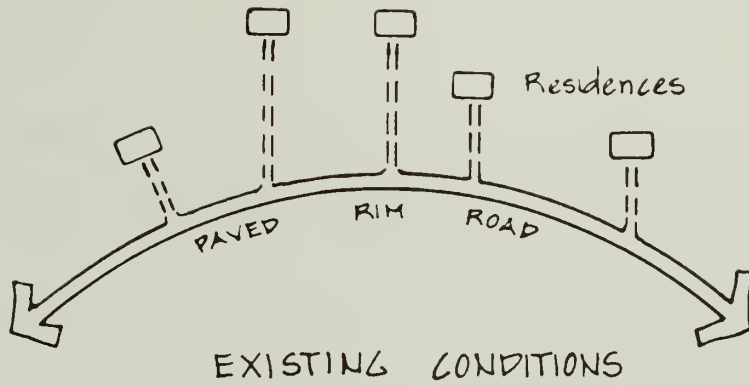
In addition, the steering committee would work with the appropriate political entities to encourage housing construction in Chinle to help take pressure off monument lands. The steering committee and monument/tribal park management would also work with local residents to limit the number of unimproved access roads, and where possible would provide technical assistance in design and construction.

Although no funds are now available, preliminary concepts for a collector road system could be developed in case funds become available for road-building. Such a system (see "Collector Road Concept" graphic) would bring an improved road closer to most residences and would reduce the number of access points to the rim drives. Residential development and utilities would tend to follow these collector roads, guiding developments away from the canyon rim drives.

Alternatives for Residential/Commercial Developments: No Action. A) Prohibit most new developments within the boundary defined by the canyon rim roads. B) Allow only one additional residence per family within the boundary defined by the canyon rim roads. C) Develop a comprehensive land use plan.

VISITOR ACCESS CONCERNS

To protect the privacy of canyon residents and to protect canyon resources the planning team strongly recommends increased staffing levels so that the entrance station at the mouth of the canyons could be manned more extensively and ranger patrols increased. Driving in the canyons would be restricted to low speeds and established routes. Also the canyons might be closed at sundown during heavy use periods to everyone except canyon residents and guided tours. A new development at the upper end of Canyon del Muerto would control access there. Educational programs



COLLECTOR ROAD CONCEPT

for the local communities (see "General Policies: Cooperation") would discourage littering.

To provide additional opportunities for non-Navajo visitors to experience the canyons with some degree of solitude, a self-guided hiking trail would be developed along one of the canyon rims. Alternatives for the route and type of trail would be evaluated in a trails study, which would also evaluate options for other new trails and upgrading of existing trails for public use. The study would be developed in cooperation with local land users and the families providing horseback-riding.

Informational brochures and promotional literature for the monument/tribal park would explain the use of Navajo guide services, and efforts would be made to inform potential visitors of the need to make prior arrangements for a guided tour of the canyons.

Special recreational uses of the monument--including those requested by sport-driving and dune-buggy groups, parachutists, overflight tour operators, and others--would not be permitted. Groups of less than five vehicles with special educational interests such as geology or archeology would be allowed. These restrictions are proposed because the primary purposes of the monument/tribal park are the preservation of cultural resources and respect for traditional Navajo values, and because the comparative peace and quiet of the canyons is a value sought by residents and visitors.

Alternatives: No Action. A) Recreation emphasis: Develop picnic areas with tables, grills, and litter barrels near the mouth of the canyon; collect entry fee from both Navajo and non-Navajo visitors during heavy use periods; additional self-guided trail from north rim to a major ruins site; regulate special recreational uses in terms of time and location; and charge a fee for the permit. B) Preservation emphasis: Require Navajos who do not live in the canyons to hire guides like non-Navajos; and limit frequency and routes of motorized vehicle tours.

INTERPRETATION

Themes

The themes in the present interpretive prospectus, which emphasizes man's interaction with the natural environment of the canyons, would be retained, but the document would have to be expanded and revised to include new themes and changes in space allocations. The additional themes would cover aspects of past and present Navajo life, such as language; social and political relationships; education; health; traditional stories; and modern literature, music, games, and religion. The development and implementation of the interpretive prospectus revision would be accomplished by a team consisting of National Park Service and Navajo Parks and Recreation representatives and a number of consultants.

General Guidance

The design of interpretive media must meet the needs of both Navajo and non-Navajo visitors. Because the program would be very popular with school groups, it must serve visitors of all ages. Careful coordination would be necessary among Navajos and National Park Service interpretive specialists to ensure that these varying needs would be met.

To provide a firm basis for the revised interpretive prospectus, and for management decisionmaking, a visitor use study is recommended. This study would improve visitation statistics and develop future visitation projections. It would also inform management on visitor use patterns and attitudes, including where monument visitors are coming from, how long they are staying, what activities they are engaging in, and what their expectations and preferences are.

Alternatives: A) Develop a model farm. B) Rehabilitate and interpret orchard. C) Agreement for Navajo interpretation with the Navajo Community College.

MONUMENT/PARK DEVELOPMENT

The interpretive program under this proposal would be greatly expanded, not only to update and revise the current interpretation of the prehistoric use of the monument, but also to provide for commemoration of Navajo lifeways. Also, the Masau Trail and the Navajo Nation's current emphasis on tourism would require more orientation services for increasing numbers of visitors. Additional space would be needed for orientation and interpretation. Office space, staffing, and funding would also need to be increased.

Garcia's Trading Post Site

This proposal assumes that the National Park Service and the Navajo Tribal Parks and Recreation Department would have use of some or all of the buildings at the Garcia's Trading Post site, approximately 1/2 mile west of the present monument headquarters building. Use of the Garcia's Trading Post site is desirable because: 1) it is historically significant (eligible for the national regis-

ter) and worthy of protection and interpretation; 2) it is in an excellent location for visitors on the main entry road leading to the monument; 3) rehabilitation and use of the site would protect a highly visible section of the entry road from incompatible uses; and 4) there is ample space for parking and other uses. However, most of the buildings have not been used for many years and will require substantial repair. Also, the site is likely in a floodplain.

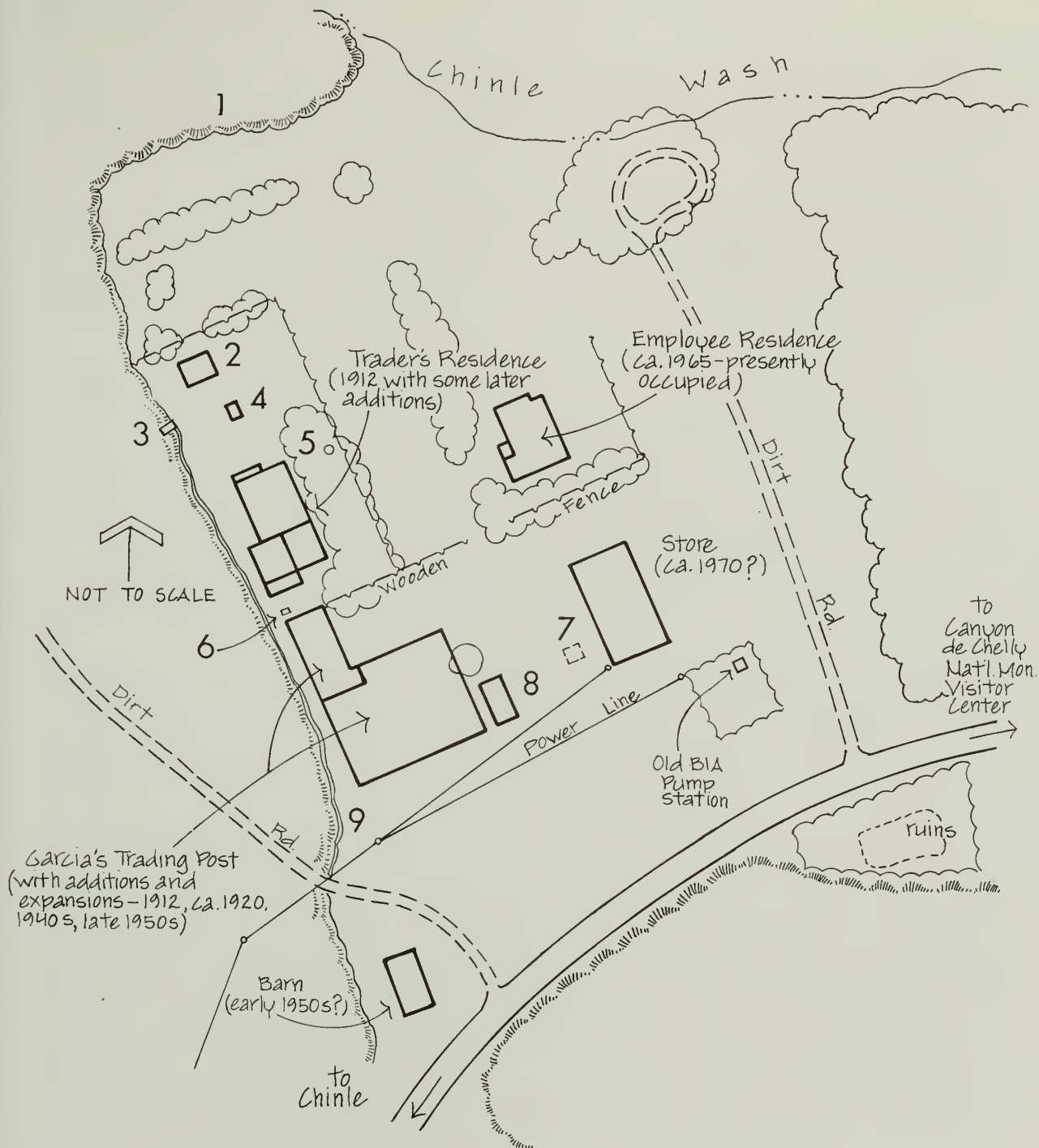
There are a number of possible alternatives for the use of the various structures at the Garcia's site and the existing visitor center. If the site is made available to the National Park Service and Navajo Tribal Parks and Recreation Department, these alternatives would be worked out in detail in a revision of the development concept plan for the headquarters area (see below).

Planning--which would consider both the Garcia's site and existing headquarters--would provide for an orientation center, where visitors would receive basic information on the purpose of the monument, activities for visitors, safety, and the unique land status within the monument. General information on other sites of interest within the Navajo Nation, including recreational opportunities, and on visitor services would also be available. Books related to monument themes would be for sale through the Southwest Parks and Monuments Association (a non-profit organization whose proceeds go toward the monument's interpretive program). In addition to orientation, the function described above, the interpretation program would emphasize past and present Navajo lifeways as well as expanded and updated interpretation of the prehistory of the monument.

Office and storage space would be increased. There is also potential for expanded park housing and for sales of locally produced arts and crafts or another kind of retail outlet related to monument purposes.

Revised Development Concept Plan, Headquarters/Concession Area

The development concept plan for the headquarters/concession area, approved October 1982, would be revised to take into account proposed uses of the Garcia's Trading Post site and to evaluate concessioner proposals for increased lodging. The plan would also include the Navajo residential area to the east of the concession and the National Park Service employee housing area. Alternatives for this



Legend

- 1 - Sheep/horse corral (unknown)
- 2 - Employee House (1920 chicken coop converted to housing-poor condition)
- 3 - Dugout (1920 food storage converted to chicken coop)
- 4 - Restroom (1950's)
- 5 - Fountain
- 6 - Barbeque Pit
- 7 - Site of stone hut (unknown)
- 8 - Gas pump canopy (unknown)
- 9 - Retaining wall

GARCIA TRADING POST SITE

CANYON DE CHELLY NATIONAL MONUMENT
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area would allow for increased Navajo residential use, solve drainage problems, and minimize the impacts on scenic quality and traffic patterns.

If the Garcia's Trading Post site is not available, the existing visitor center would be expanded, and space for offices would be leased in Chinle. Space for visitor orientation and interpretation would be substantially less than if the Garcia's site is available.

Tsaile Development Concept Plan

A Tsaile visitor contact station was proposed in 1978. It is recommended that the proposal be reevaluated and a development concept plan developed for visitor contact at Tsaile, which would include Tsaile Lake (Navajo Tribal Parks and Recreation) and the needs of the Navajo Community College (such as traffic circulation and recreation). The plan should be jointly funded by the National Park Service and the Navajo Nation.

The plan would address the following issues: Increasing numbers of national monument/tribal park visitors would be arriving from Window Rock by way of Tsaile, especially if the Masau Trail is routed this way. Upper Canyon del Muerto receives substantial use, mostly from the community college, which has led to littering, damage to vegetation, and potential threats to cultural resources. The Navajo Community College, with its educational programs, exhibits on Navajo tradition, unique architecture, and beautiful natural surroundings could be a attraction for national monument/tribal park visitors. Tsaile Lake is a largely undeveloped camping and fishing site; the lack of defined access and parking has led to visitors driving and parking all around the lake, marring the natural beauty of the area. Littering is also a problem. Note: Boundary alternative A would include Tsaile Lake within the tribal park boundary. The present national monument boundary--which is recommended as the tribal park boundary in this proposal--runs through the middle of the lake.

Up-Canyon Camps

A major expense of money and time is the difficulty of transporting people and supplies up the canyons to work on resource management and maintenance projects. A simple structure, perhaps a hogan, is recommended for each canyon.

STAFFING

Increases in staffing are strongly recommended, especially in law enforcement, interpretation, and maintenance. A staff archeologist would be included. Many of the issues at Canyon de Chelly cannot be resolved without staffing increases. If the Navajo tribal park becomes a reality, an unknown amount of the staffing needs would be met by the Navajo Nation.

CONSEQUENCES OF THE PROPOSAL

In general, the emphasis on cooperation, mutual understanding, and joint planning and management would benefit all aspects of the monument, especially canyon residents, because their opinions would be heard, and also park management, because the support of local residents and the Navajo tribal government is essential to resolving monument issues.

Consequences for Cultural Resources

The proposal would improve the long-term management of archeological resources by providing additional staffing, including an archeologist and law enforcement rangers. Completion of the necessary surveys and studies would enhance management's knowledge of natural and cultural resources. Restrictions on visitor access to the canyon bottoms, and the Tsaile development, would minimize the potential for vandalism and the theft of resources. Expanded interpretive efforts should enhance public understanding and appreciation of these resources.

A Review of residential and commercial development projects would benefit cultural resources, depending on the steering committee's effectiveness in working with canyon families.

Except for the rim trail, proposed monument/tribal park developments would be in areas already disturbed; impacts would be assessed in the development concept plan and trail plan. The Garcia's Trading Post site is eligible for the National Register of Historic Places; the proposal would provide for its proper protection and preservation.

Consequences for Natural Resources

The establishment of a Navajo tribal park and an integrated resource management plan would set aside Canyon de Chelly as a "special place" within the Navajo Reservation. Although the provisions of the Navajo Tribal Council resolution establishing a tribal park would determine the specific impacts of this measure, the effect would generally be positive. The tribal park and integrated resource management plan may also give the canyons some priority over other areas in regard to funding for studies and other natural resource management projects.

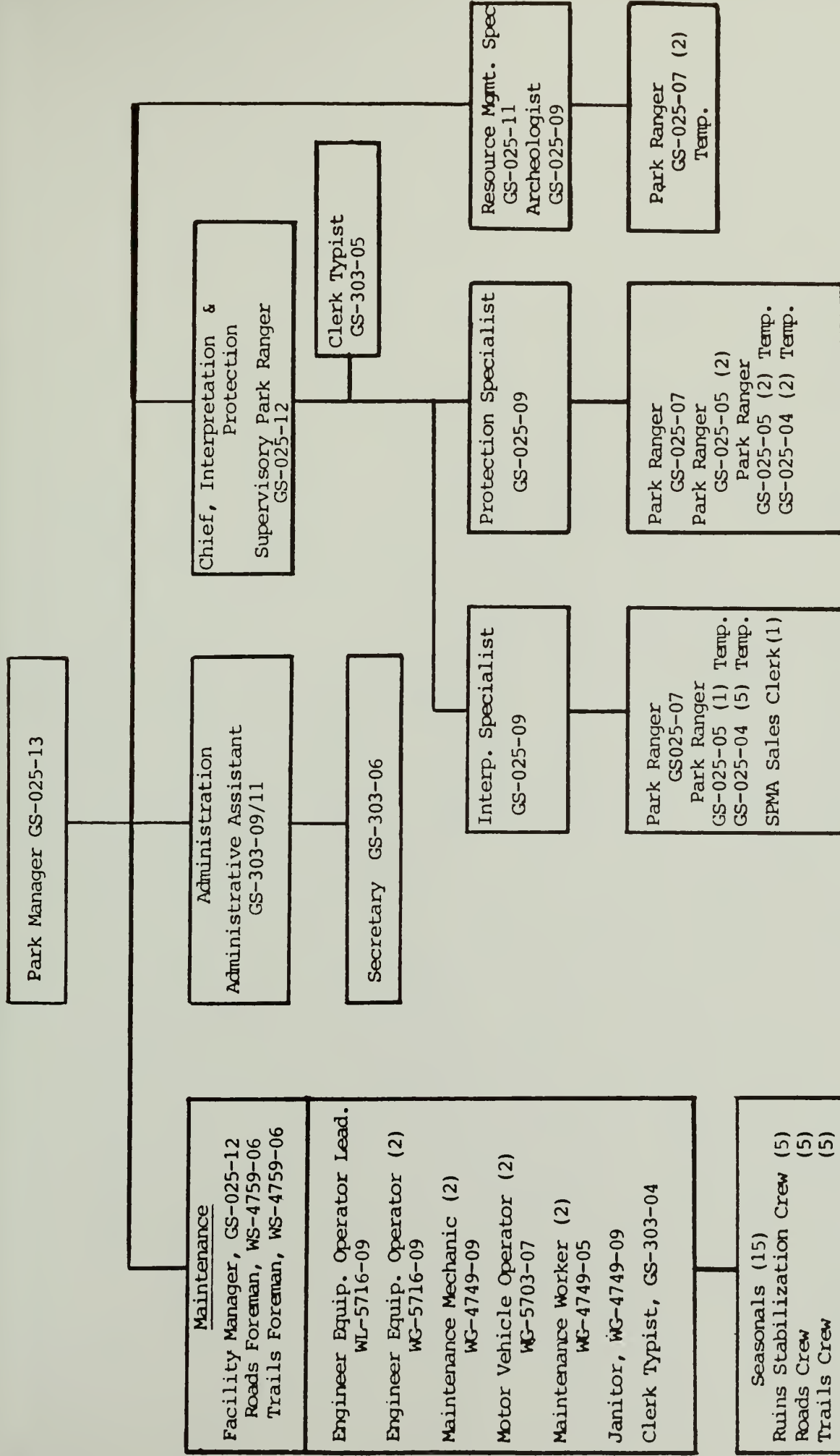
Social and Economic Consequences

By emphasizing commemoration of Navajo lifeways, the proposal should benefit canyon residents and nearby communities by reinforcing pride in the Navajo cultural heritage and in the history and beauty of the canyons. Because Navajos would be directly involved in the planning and management of the monument through the steering committee and the tribal park, opportunities for canyon residents and others to solve problems and to receive economic benefit from the monument should increase. If part of the Garcia's Trading Post site is used for arts and crafts sales or another retail business, local residents would benefit financially. Rehabilitation of the Garcia's Trading Post site, and construction of the Tsaile visitor contact station would bring money into the economy and provide temporary employment for a number of local people. As staffing increases, there would be additional employment opportunities for Navajos.

Review of proposed developments by the steering committee should have little or no adverse impacts on canyon residents because the steering committee would be limited to comment and recommendations, and would have no authority to reject a proposal. Some residents may benefit from technical assistance in planning developments; others may be inconvenienced by the review process and any changes in their plans. Because representation on the steering committee would be all, or mostly, Navajo, with strong ties to the local communities, their comments should be in accord with Navajo values.

Consequences for Visitors

The effectiveness of the proposal in maintaining a high quality visitor experience would depend on: 1) the availability of funds; and 2) the willingness of the National Park Service, the Navajo Tribal Parks and Recreation Department, the local chapters, and the canyon families to work together in promoting monument values. Assuming these two points, the proposal should succeed in maintaining a quality monument experience. With increases in visitation and the local population, however, the character of the monument would change. Those who can come during less visited times or can take private guided tours to the less visited areas, would always be able to find quiet, relative solitude, and a sense of the past. Others would find a lively variety of educational and enjoyable, but more social, experiences available.



PROPOSED STAFFING

NATIONAL PARK SERVICE

(Subject to change if tribal park established)

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ALTERNATIVES

TO THE READER: The alternatives are ideas and activities that the planning team considered but did not include in the proposal. After each alternative, the consequences of that alternative for cultural and natural resources, canyon residents and local communities, and visitors--and the reasons we chose the proposal--are discussed. (As we pointed out earlier, the consequences are for your information, to help you understand our decisionmaking process. They do not constitute an environmental assessment and do not provide compliance with the National Environmental Policy Act.)

NO ACTION

"No action" means the continuation of existing conditions. These conditions are described in the "Introduction" and "Major Issues" sections of this document.

Consequences of No Action

Consequences for Cultural Resources: Under the no action alternative, the cultural resources of the monument would experience a gradual decline because of increasing vandalism, theft, and trespass. Also, the uncontrolled development of residences and roads could directly damage cultural resources, especially on the canyon rims, and alter their important landscape setting. Erosion would continue to damage ruins and archeological sites. Although Navajo Forestry has taken measures to reduce the impact of their activities on cultural resources and has demonstrated concern for the cultural resource sites, commercial timber-harvesting can have direct, physical impacts on cultural sites.

Consequences for Natural Resources: Under the no action alternative, Canyon de Chelly would be no different in terms of natural resource management and land use than any

other area of the reservation. Aside from applicable federal and tribal laws and any influence the National Park Service or concerned individuals can bring to bear, the resources of the canyons would be given no special consideration in regard to wildlife, scenic quality, and the perpetuation of natural or near-natural environments. Without planning to balance conflicting land uses and recognition of the canyons' special qualities, the natural resources of the monument would likely experience further decline.

Social and Economic Consequences: As the quality of monument resources declines, some visitors would not stay as long and would be less likely to make a return visit. This would reduce the potential economic benefits of tourism generated by the monument. Because residential growth would continue with little regard for monument values, canyon families would experience no limitations on their present freedoms to use the land as they choose. However, as development increases, the feeling of pride in the canyons as a place of scenic beauty and traditional importance would likely diminish.

Consequences for Visitors: No action would result in a gradual decline in resource quality, scenic quality, and opportunities to experience peace and quiet. Increasing numbers of people in the existing visitor center, on the White House trail, and on motor tours would lead to a more social atmosphere. Although visitors differ in their reactions to crowding, we can assume that as conditions become more crowded, the educational, traditional, and contemplative values of the monument would diminish for more and more people.

Because non-Navajo access into the canyons is restricted, the canyons would continue to offer special experiences away from the most visited areas. However, the sense of a "special place" would be increasingly lost for those who do not have the time and/or money to take a private tour. The interpretive media would become more out-of-date and unsatisfying for visitors, especially those wishing to learn more about Navajo tradition and life. Visitors seeking recreational opportunities in the canyons would find the environment increasingly littered and vandalized.

MINIMUM-REQUIREMENTS ALTERNATIVE

A minimum-requirements alternative is necessary according to National Park Service guidelines for general management plans. This alternative provides for the minimum actions and development needed to manage the monument.

The purpose of the monument would continue to be defined by the establishing legislation and the interpretive prospectus. It would not include the emphasis on Navajo heritage in the proposal.

To improve communications and coordination with the Navajo Nation and the Bureau of Indian Affairs and to resolve conflicts concerning proposed residential and commercial developments, a steering committee would be established as in the proposal. This alternative does not provide for a tribal park.

Resource management and the approach toward boundaries and residential and commercial developments would follow the proposal, except that Three Turkey Ruins would not be added to the tribal park boundary.

In regard to visitor access concerns, this alternative follows the proposal in recommending that the entrance station at the mouth of the canyons be manned more extensively, and that ranger patrols increase. The self-guided canyon rim trail would be included in this alternative, but not the proposed development at Tsaile.

The interpretive program would continue its present direction in accordance with the monument's interpretive prospectus. There would be some increased emphasis on Navajo life, as part of the general theme of human occupation in the canyons. The exhibits would be revised to include results of recent archeological research, especially at Antelope House, and to enhance the interpretation of Navajo life. Also, a film 20-25 minutes long and a videotape for orientation of visitors 3-5 minutes long would be produced.

In regard to monument development, the administrative offices would be housed by renting space in Chinle. At present there is no suitable space available, but the Navajo Nation has plans for a future office building. The vacated space in the visitor center could then be used for a small audiovisual space and additional exhibit space. The parking area would be expanded by 20 additional spaces. Interpretation of Navajo lifeways, both past and

present, would be accomplished by directing visitors to the Navajo Community College in Tsaile, which has exhibit space already committed to Navajo tradition.

An amendment to the development concept plan for the headquarters/concession area is recommended under this alternative. As in the proposal, the plan would evaluate concessioner proposals and would include the Navajo residential area to the east of the concession and the employee housing area. The up-canyon camps would be constructed under this alternative.

Staffing would increase, especially in law enforcement and interpretation, but not to the same extent as in the proposal. An archeological technician would be included.

Consequences of the Minimum-Requirements Alternative

The impacts of the minimum-requirements alternative would be similar to the impacts of the proposal except as follows:

Consequences for Cultural and Natural Resources, Park Management: Without the tribal park, the commitment of the Navajo tribal government to monument values would not be as great, and communication between the National Park Service and the various land and resource management entities would be more difficult. Three Turkey Ruin would not be protected. Relying on ranger patrols rather than developing a facility at Tsaile would not protect the resources of that area as effectively.

Social and Economic Consequences: The amount of money and the number of temporary jobs related to the development of facilities at Garcia's and at Tsaile would not be available under this alternative. Also, there would not be as many permanent staff positions.

Consequences for Visitors: Although the minimum-requirements alternative would do more to retain the scenic and traditional values of the canyons than the No Action alternative and would improve the interpretive program, it does not go as far as the proposal to provide variety and depth of opportunities for visitors. The positive benefits of a major emphasis on commemoration of Navajo lifeways would not be gained because without the Garcia's Trading Post, there would not be adequate space. Generally, visitors without the time and/or money for private guided tours would miss much of what makes the canyons special.

Depending on the present exhibits at the Navajo Community College for Navajo interpretation would not reach the majority of visitors because the college is out of the way and is not open every day. The present exhibits at the college do not include contemporary Navajo life. Also, they are from a Navajo point of view and may not meet the needs of many non-Navajo visitors. Furthermore, the National Park Service has no control over the content or quality of interpretation at the college. The college exhibits do, however, provide a good supplement to monument interpretation.

Reasons for Selecting the Proposal: The proposal was selected over the minimum-requirements alternative because of the tribal park concept and the opportunity to make use of the historically significant Garcia's Trading Post site. Use of this property would not only allow for expanded interpretation of Navajo lifeways and space for a tribal park operation but would also provide for compatible use of an important property on the approach route to the monument. Cooperation of the Navajo Nation in protecting monument values and sharing in the management of the monument is the most important goal of this joint management plan.

OTHER ALTERNATIVES

The following alternatives are arranged in categories according to the issue they are meant to address--for example, park development, commercial and residential development, and interpretation. These categories are the same as the subheadings under the proposal.

Alternatives for Administration

Single-agency Management: The planning team discussed single-agency management--having either the National Park Service or the Navajo Park and Recreation Department manage the canyons. Either of these options would require legislation by the U.S. Congress and the Navajo Tribal Council.

The Navajo Nation would not be willing to grant the National Park Service rights to control land uses, and it is highly unlikely that the U.S. Congress would de-authorize Canyon de Chelly National Monument.

The idea of the National Park Service contracting the management of the monument to the Navajo Nation has come up. The National Park Service does not have the authority to contract management of its areas. (The BIA contracts its functions under the authority of P.L. 93-638, which does not cover NPS). Specific legislation from the U.S. Congress would be needed.

Alternative for Natural Resource Management

The upper reaches of Canyon de Chelly and Canyon del Muerto, beyond the areas where people live and farm, and Monument Canyon would be designated wilderness either by the U.S. Congress or the Navajo Tribal Council. Generally grazing, hunting, trapping, and fishing may continue in wilderness, as well as guided horseback and hiking tours. However, no permanent structures, motorized vehicles, or timber-harvesting would be allowed. In the case of a wilderness designated by the Navajo Tribal Council, the regulations could be tailored to meet the needs of people using the area for traditional purposes.

Consequences of Alternative for Wilderness: This alternative would enhance preservation of natural resources by excluding roads, most developments, and timber-harvesting; however, management of prehistoric and historic cultural resources may be hampered by wilderness regulations. The impact on traditional uses such as grazing and woodcutting would depend on the size of the roadless area to be designated, as would the effects on the commercial timber-harvesting program. Visitors seeking a wilderness experience would benefit, especially because this type of experience may not, with increasing development in the area, be available elsewhere in the monument.

Reasons for Selecting the Proposal: The wilderness alternative was not considered desirable because the quality of these areas as wilderness was not high enough to justify the loss of economic benefits and the need to use motorized travel for those who depend on these lands for woodcutting, grazing, and hunting. Although the upper canyons are natural in comparison with the lower canyons, there are numerous prehistoric and historic sites representing the activities of man. There is also evidence of past timber-harvesting. Wilderness would restrict forest and range management programs, and the enforcement of wilderness regulations would be extremely difficult without a well-defined and fenced boundary.

Alternatives for Commercial Timber-harvesting

Timber-harvesting Alternative A: Would exclude commercial timber-harvesting from the monument.

Timber-harvesting Alternative B: Would provide for a buffer strip 1/4 mile wide along the rims of the canyons. Timber would be harvested in areas of the monument beyond the buffer strip.

Consequences of Alternatives for Commercial Timber-harvesting: Excluding commercial timber-harvesting from the monument would benefit cultural resources by reducing the threat of direct damage, and by preserving the landscape quality. From a preservation point of view, natural resources would benefit. However, from a multiple-use point of view, harvesting of timber may be the most appropriate resource use. Although the lands within the monument boundaries are less than 2 percent of the total commercial forest lands, the loss of revenue from these lands over time could be substantial.

Visitors to the upper canyons, who expect the comparatively pristine quality of natural areas managed by the National Park Service, where timber-harvesting is excluded, may be disappointed if this activity continues within the monument. Others may take advantage of timber roads for access and recreational driving or would benefit from management emphasis on certain species.

Reasons for Selecting the Proposal: The integrated natural resources management plan was selected for the proposal because it would provide for the collection and analysis of data necessary to effectively balance land uses, including commercial timber-harvesting. Also, the plan would include lands surrounding the monument, where land uses affect monument resources. Also, the two alternatives do not affect enough land to address the erosion problem. Nor do they cover land uses affecting the watershed, other than timber-harvesting.

Alternatives for Boundaries

Boundary Alternative A: Would define the boundary primarily by the canyon rim roads (see Boundary Alternative A Map). The mapped area includes:

all of the canyon bottoms;
the land between the canyons and the rim roads and
a strip of land 500 feet wide on the far side
of each rim road from monument headquarters to
a point 1,000 feet past the Antelope House turnoff
and the Spider Rock turnoff;
outside of the area described above--that is, in the
upper canyons, the tribal park boundary would
follow the National Park Service boundary
(1/2 mile from the rims);
all of Tsaile Lake and 300 feet of land around it;
the "peninsula" between Canyon de Chelly and
Canyon del Muerto east of a line drawn from Sheep
Point Canyon past Black Rock to Canyon de Chelly;
land in the immediate vicinity of monument
headquarters.

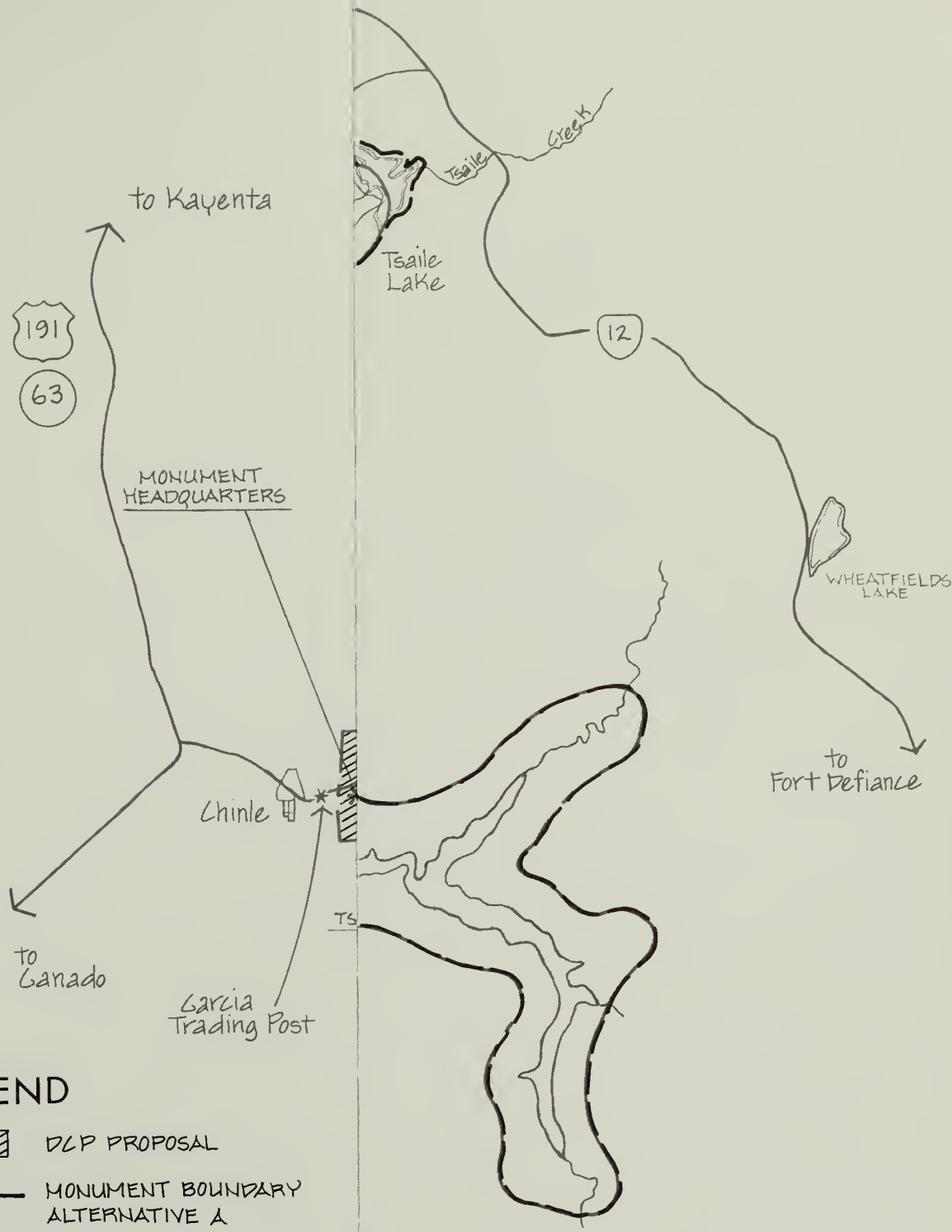
Legislation would be needed to change the National Park Service boundary. Another option would be to leave the present National Park Service boundary and apply boundary alternative A to the tribal park.

Boundary Alternative B: Defines a boundary identical to boundary alternative A, except that in the upper canyons the boundary follows the canyon rims.



Consequences of Alternatives for Boundaries

Boundary alternatives A and B would be highly desirable if regulations are needed regarding land use or resource management that would apply specifically to monument lands. The present boundary would not only be difficult and expensive to survey but would also be difficult to locate on the ground without the expense of extensive marking. This would result in confusion and lead to conflict for local families. Fencing would be not only prohibitively expensive but also politically unacceptable because the reservation has an open range policy. In contrast, the canyon rim roads are easily located. Alternative B, because it uses the rims of the canyons as a boundary in the upper canyons, has the advantage of following much of the grazing district boundaries and some chapter boundaries. It would, however, exclude the rims of the upper canyons from any future regulation.

Reasons for Selecting the Proposal: The proposed action--to retain the present boundary and reassess the boundary issue in 3 years--was selected for the following



LEGEND

-  DCP PROPOSAL
-  MONUMENT BOUNDARY ALTERNATIVE A

BOUNDARY ALTERI

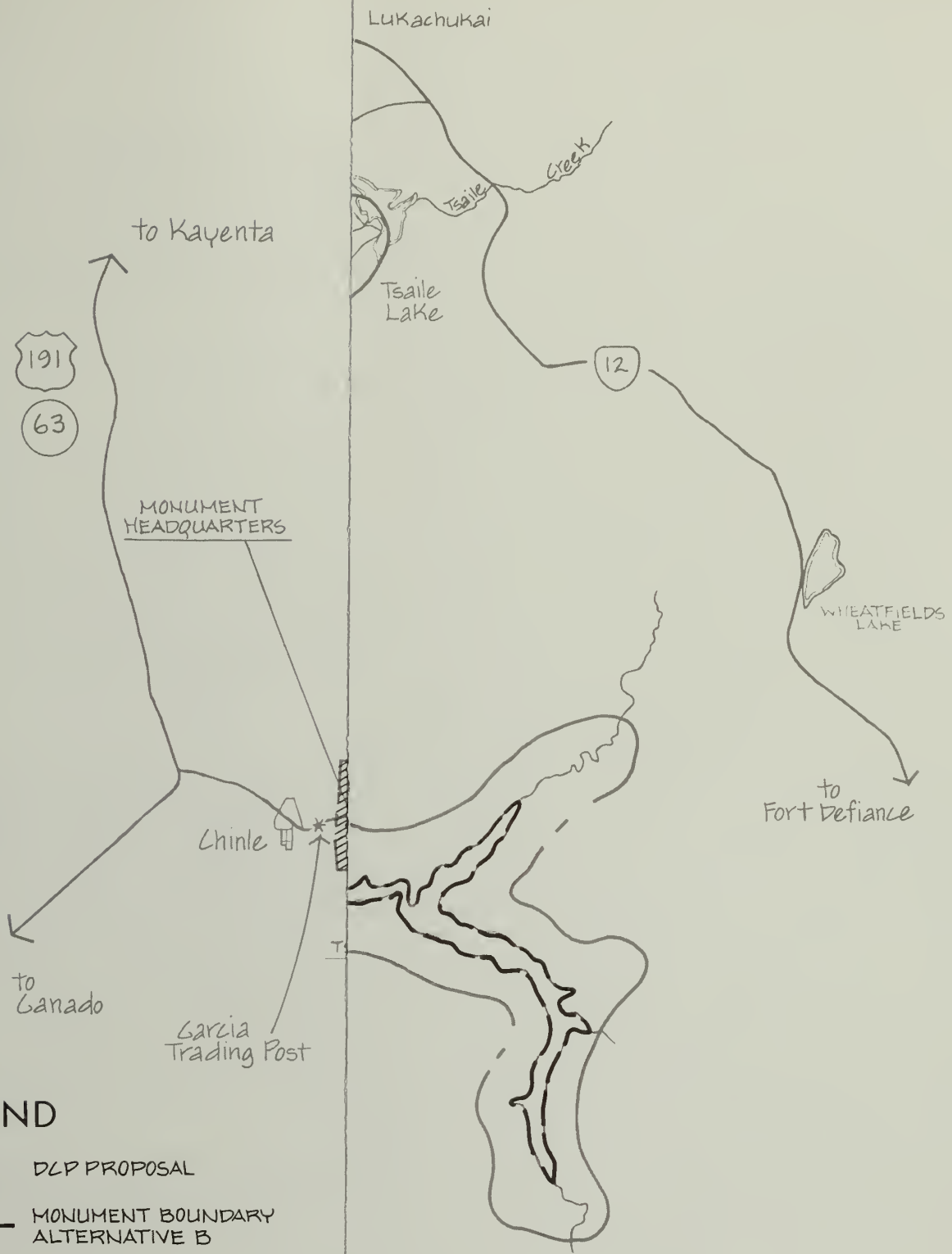
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BOUNDARY ALTERNATIVE A

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LEGEND



DLP PROPOSAL



MONUMENT BOUNDARY
ALTERNATIVE B

BOUNDARY ALTERN

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LEGEND



DCP PROPOSAL



MONUMENT BOUNDARY
ALTERNATIVE B

BOUNDARY ALTERNATIVE B

CANYON DE CHELLY NATIONAL MONUMENT
U.S. DEPT. OF THE INTERIOR • NPS

334/80,034
AUG. 88/SWR0

reasons: Because of tribal sovereignty issues and the deep feelings most Navajos have for their land, any expansion of National Park Service influence would be very controversial. A tribal park boundary would be dependent on establishment of a tribal park, in itself a sensitive issue. Furthermore, boundary issues are closely tied to residential and commercial development concerns.

Alternatives for Residential/Commercial Developments

Development Alternative A: Tribal regulations would prohibit most new developments within an area defined primarily by the rim roads (See boundary alternatives A, B). Use of existing structures, farming, and grazing would continue. Traditional structures such as hogans and corals would not be restricted. Improvements to existing structures and minor developments associated with existing land uses would be permitted after review by the steering committee. Commercial developments would not be allowed within the National Park Service boundary, unless considered necessary for visitor use by the National Park Service.

Development Alternative B: Existing structures and current land uses would continue, and traditional hogans and minor developments associated with grazing and farming would not be restricted. However, tribal park regulations would allow for one, and only one, additional modern single-family residence per family within the monument boundary. The location and size of the one additional residence and improvements to existing structures would be permitted after review and comment by the management steering committee. Commercial developments and multiple-family residences would not be allowed within the National Park Service boundary, unless a commercial development were considered necessary to serve visitors by the National Park Service.

Development Alternative C: A comprehensive plan would be developed for the monument/tribal park. It would be based on a survey of prehistoric and historic cultural sites, a natural resource survey, a professional landscape evaluation, and a detailed land use map. Sacred sites would be identified according to tribal procedures and would be kept secret. Based on this information, the land within the monument would be classified into zones. Establishment of zoning regulations would require Navajo Tribal Council action. The purposes of the zoning scheme would be to identify the areas most suitable for residential and com-

mercial development and to minimize the impact of development on monument/tribal park resources. The plan would contain alternatives for development of all-weather collector roads. Areas designated for visitor-oriented developments would be withdrawn from traditional uses. The concessioner's right of first refusal to provide facilities and services for visitors within the National Park Service boundary would be respected. The comprehensive plan for the monument/tribal park would be developed in coordination with tourism development plans for the reservation as a whole.

The National Park Service, the Navajo Parks and Recreation Department, and the Bureau of Indian Affairs would share the cost of the comprehensive plan. Once funding is obtained, the comprehensive plan would take at least 3 years to complete. During that period, no further development would be permitted within tribal park boundaries.

Consequences of Alternatives for Residential/Commercial Developments

From a resource management point of view, the three alternatives for residential and commercial developments would provide better protection for cultural and natural resources along the canyon rims than the proposal or minimum requirements alternative. Because developments would be restricted or zoned, there would likely be less chance of physical resource damage and less impact on the historic/prehistoric scene. Monument visitors would benefit from enhanced resource protection and preservation of the scenic quality. However, as shown below, these alternatives, especially A and B, would impose serious impacts on the lives of Navajos living within the monument and are not politically acceptable at this time.

Consequences of Residential/Commercial Development Alternative A: No further non-traditional residential developments within the boundary would keep the population within the monument to approximately what it is now. In many cases, parents would no longer be able to build new residences for their daughters and other relatives in immediate proximity to their own home. This would discontinue a traditional Navajo practice. (National Park Service policy encourages the continuation of such practices if the people involved so desire.) With a few possible exceptions, however, customary use areas are large enough that families would be able to establish new homes within their use area but outside of the boundary. Thus, families would not be

limited in the number of new developments--only in their location.

Consequences of Residential/Commercial Development Alternative B: Limits non-traditional residential developments to one per family, and would have the same effects on canyon families as described in the preceding paragraph but to a lesser extent.

Consequences of Residential/Commercial Development Alternative C: The effects of comprehensive planning and zoning of land uses on canyon residents would depend on the scope and content of the plan. Because residents would be involved in the planning, they would help determine the effects of the plan on their lives. This alternative would likely provide the best balance between the traditional needs of extended families; the preservation of a rural environment; and continuing economic growth. The development and implementation of a system of all-weather collector roads would provide significant positive benefits to the local residents.

Rationale for the Proposal: Alternatives A and B were not proposed because of the impacts on canyon residents described above. Also, land use controls of this kind have not been applied to reservation lands previously and there would be substantial resistance to them. Alternative C was considered an excellent approach to the problems, but again, the land use controls applied to the zoning concept in alternative C would encounter significant resistance from the local communities. Also, the expense of the necessary data-gathering and of the plan itself was considered prohibitive at this time.

Alternatives for Visitor Access Concerns

Visitor Access Alternative A: Assumes an increased role for recreation in visitor use of the park. An entry fee would be charged during peak season and on most weekends for all visitors, Navajo and non-Navajo, who wish to enter the canyons without a guide. Local residents would be issued permanent passes and would not pay fees. Picnicking and driving without a guide would be limited to the area from the mouth of the canyons to Sleeping Duck formation. Litter barrels and picnic tables, including two group picnic sites, would be provided. Other aspects of the proposal, including the new development at Tsaile, would be included in this alternative.

An additional self-guided trail would be developed from the north rim to one of the major ruins. As in the proposal, a canyon rim trail (self-guided) would be developed and a trail study accomplished.

Special recreation uses--such as four-wheel-driving, parachuting, and helicopter tours--would be encouraged if such activities would not unduly interfere with the enjoyment of other visitors or the privacy of local residents. The management emphasis would be on regulating the time and place for such uses rather than prohibiting the use itself. Fees would be charged for special-activity permits.

Visitor Access Alternative B: Emphasizes resource preservation, the importance of peace and quiet, and a more contemplative experience. Navajos who do not reside within the monument would be restricted in the same way as non-Navajos. They would have to hire a Navajo guide, and their activities would be limited. Access for traditional religious purposes would be unrestricted. Other aspects of the proposal, including the development at Tsaile, would be included.

As in the proposal, a canyon rim trail would be developed for visitors without a guide. The proposed trail study would emphasize the needs of the horse-tour operators.

Motor-tour vehicles, both privately-guided and concession operated, would be limited as to number, time of use, and destination, to reduce noise and visual impacts. Tour vehicles carrying more than five passengers or groups of more than two vehicles would be restricted beyond White House Ruins in Canyon de Chelly and beyond Antelope House in Canyon del Muerto. Non-motorized use of the canyon bottoms would be encouraged in cooperation with the horse-back-tour operators and the Navajo guide association.

Consequences of Alternatives for Visitor Access Concerns: Visitor access alternative A--providing for user fees for both Navajos and non-Navajos, who, without a guide, wish to picnic or drive in the canyons--would, in this economically depressed area, deter many local Navajo from recreation in the canyons. The fee would also be resented by many Navajo because the lands are tribally owned and therefore owned by all the Navajo people, and because they are unaccustomed to such fees. The provision of picnicking facilities would, however, be a welcome improvement for many visitors.

Under this alternative, special uses of the monument would be permitted if the activity did not unduly interfere with

the enjoyment of other visitors or the privacy of canyon residents. This would add variety to the monument experience for many visitors. It would also have the economic benefits of bringing visitors to the monument who might not otherwise come and the potential for user fees benefitting both the monument and possibly the land user.

Visitor access alternative B--restricting Navajo access in the same way as non-Navajo access and limiting motor-vehicle tours--would go further to protect cultural and natural resources than the proposal and minimum-requirements alternative. However, restricting Navajo access to tribal lands, which are owned by all of the Navajo people--poses difficult legal and ethical questions. Limitations on motor-vehicle tours would preclude access to the canyons for an unknown number of visitors, but could benefit others seeking a quieter experience. Privacy would be increased for some of the canyon residents who are now disturbed by the tours. Limitations on motor tours would also affect the profits of the concessioner and private guides.

Proposals for additional trails would provide new opportunities for visitors to experience the monument, especially for those who wish to avoid most other visitors. However, the trail study would have to be carefully coordinated with the land user(s) who might be affected. Considerations would be privacy and the disturbance of livestock. Additional trail opportunities would, however, encourage visitors to stay longer at the monument, perhaps spending money on an additional night's lodging, meals, and so forth, and thereby contributing to the local economy.

Rationale for the Proposal: The major concern of local people at the public scoping meetings was the need to control access into the canyons. Visitor access alternative A would not best meet this concern. Also, the comparatively strong emphasis on recreation was felt to conflict with the preservation and education goals of the park. Alternative B was too restrictive for the Navajo users of the canyons. In balancing the need for visitors to experience the inner canyons and the popularity of the motor-vehicle tours against the impacts of motor-vehicle tours, the team preferred not to restrict such tours at this time.

Alternatives for Interpretation

The following ideas were considered but not added to the proposal: A) A model farm showing the traditional methods of farming would benefit the interpretive program at the monument. If land users were willing to farm in the traditional way and allow visitors to come to their land for an educational experience, national monument/tribal park management could pay them for the labor involved. The farm would have to be in a location easily reached by visitors. B) Park management could also become directly involved in the preservation for interpretive purposes of an orchard in one of the canyons. C) A third option is an agreement with the Navajo Community College for technical assistance in development of Navajo interpretive programs at both the park and the college.

Reasons for Selecting the Proposal: Alternatives A and B, because of their limited scope and because the farming and orchard-keeping would be specifically for interpretive purposes, would have minimal impact on the quality of the natural and cultural resources of the canyons as a whole. Because only a small number of visitors experience the inner canyons and then for a relatively short time, it was felt that alternatives A and B would not be worth the effort. Alternative C would only be necessary under the minimum-requirements alternative. Also, the Navajo Community College has not expressed a definite interest in such an agreement.

Alternative for Park Development

Development Alternative A: The visitor center would be expanded to provide an additional 2,000 square feet of space for offices, storage space, exhibit and visitor orientation areas, and an auditorium seating 60 people. The parking area would be expanded for 20 additional spaces. These developments are within the scope of the Development Concept Plan, Canyon de Chelly Headquarters Area (October 1982).

Consequences of the Alternative for Park Development: The consequences of expanding the existing visitor center for natural and cultural resources would be minimal. However, the site is on a ridge and highly visible so that the expansion would make the general area appear more developed. Visitors would benefit from having an improved interpretive program; but to house the interpretive program described in the proposal, space for offices would have to

be leased in Chinle. Separating key staff from monument facilities and resources would lead to some inconveniences, especially in regard to travel time.

Reasons for Selecting the Proposal: Because local residents may be asked to accept development restrictions to preserve the scenic quality of the monument, the team felt that it would be inconsistent to increase the level of monument development within the boundaries. Also, the Garcia's Trading Post site may be available, which has other substantial advantages, including its location along the entry-way to the monument, its historic significance, and more space--both interior and exterior.

COST ESTIMATES

LEGAL COMPLIANCE

CONSULTATION

REFERENCES

PLANNING TEAM

LEGISLATION

COST ESTIMATES

STUDIES/SURVEYS

The highest priority among the following studies is the cultural landscape report. The others are not in priority order.

Cultural Landscape Report -----	\$ 35,000
100% Cultural Resource Survey -----	500,000
Rock Art Study -----	60,000
Historic Structures Reports/Preservation Guides-	170,000
Ethnographic Overview -----	35,000
Visitor Use Survey (may be combined with cultural landscape report) -----	35,000

PROPOSAL

Development Concept and Other Plans

Cost estimates for Development Concept and other plans are:

Headquarters DCP Revision -----	\$100,000
Tsaile DCP -----	50,000
Trails Study -----	50,000
Interpretive Prospectus (revise) -----	50,000

Development Costs--Garcia's Trading Post Site

The following cost estimates are conceptual (Class C) estimates. They are based on 1988 costs, and must be adjusted in the future in consideration of changing economic conditions.

The following assumptions were made, subject to change through further study: the site could be acquired at no cost from the Navajo Nation; and the trading post building would be used for offices and orientation/information. Rough preliminary estimates only are available for the entire site:

Rehabilitation of all buildings (includes trading post building) -----	\$1,100,000
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Development costs (exhibits, furnishings, landscaping, parking, signs, etc.) -----	500,000
	to 1,000,000

Class C (conceptual) estimates for only the trading post building and the minimum site work necessary for operation of the building are as follows:

Rehabilitation of trading post building --	\$395,000
Minimum site work -----	260,000
	<u>\$655,000</u>

It is necessary to add 56% to the development costs, to cover construction supervision, contingencies, and advance and project planning costs. The cost for the plans listed above are included. The above figures include the 56% increase.

MINIMUM-REQUIREMENTS ALTERNATIVE

Rent office space in Chinle (5,500 sq ft @ \$14/sq ft for 15 years) -----	1,155,000
Rehabilitate interior, existing visitor center, 4300 sq ft @ \$70/sq ft -----	301,000
Add 20 parking spaces, @\$1,600 per space --	32,000
Headquarters Development Concept Plan, Amendment -----	40,000
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Total net ---	\$1,528,000
Total gross*-	\$1,714,000

PARK DEVELOPMENT ALTERNATIVE

Visitor Center expansion: 500 sq ft offices and storage, @ \$125/sq ft -----	\$ 63,000
Visitor Center expansion: 1,500 sq ft for visitor center, @ \$200 sq ft -----	300,000
Parking, 20 spaces, @ \$1,600/space -----	32,000
Site development and planting -----	36,000
Total net -----	\$431,000
Total gross* ---	\$672,000

*Gross = construction costs (not including rental costs) x 56%

LEGAL COMPLIANCE

The joint management plan does not include an environmental assessment. This means that any actions undertaken under the guidance of this plan which would have a significant impact on the human or natural environment will require compliance with the National Environmental Policy Act. Compliance will be included in the more specific planning documents recommended in this plan, including the development concept plan for the headquarters/concessions--and possibly the Garcia's Trading Post; the development concept plan for Tsaile; the trails study; and the integrated natural resources plan.

In regard to section 7 of the Federal Endangered Species Act, and similar tribal legislation, the Navajo Division of Resources and the National Park Service consult with the U.S. Fish and Wildlife Service to protect endangered and threatened species and their habitats. The present plan will be provided to the U.S. Fish and Wildlife Service and the Navajo Fish and Wildlife Department. Compliance with specific actions undertaken under the guidance of this plan will be included in the environmental assessments of those actions.

In accordance with Section 106 of the National Historic Preservation Act and the Programmatic Memorandum of Agreement and Amendments, the State Historic Preservation Officer and the Advisory Council on Historic Preservation are being consulted throughout the preparation of the plan. The Navajo Nation Historic Preservation Officer is also being consulted.

Floodplains have been identified for the headquarters area, and a flood warning system has been installed near Tsaile Dam. The canyon bottoms are assumed to be in the floodplain, and the Garcia's Trading Post site is most likely within a floodplain. A determination of the extent of the floodplain will be made as part of the planning for the site, if it becomes available.

Pursuant to the Architectural Barriers Act of 1968, all new or modified facilities will be designed to accommodate visitors with disabilities, where practicable.

In the Act of October 7, 1976, Congress asked for "identification and implementation commitments for visitor carrying capacity." Part of the resource management strategy for Canyon de Chelly National Monument is monitoring and quantifying damage to monument resources. Also, reactions of visitors to their experience will be part of the recommended visitor use study.

The American Indian Religious Freedom Act of 1978 (Public Law 95-341), the Native American Relationships Management Policy, the Archeological Resources Protection Act, Supplemental Regulations (43 CFR, Part 7), and Section 106 of the National Historic Preservation Act, as revised 1986 (36 CFR, Part 800), require consultation with Native American groups during planning. Consultation is required on issues including Native Americans' access to and use of areas important to their religion and the taking of natural resources; the identification and protection of traditional sacred resources; and completion of archeological, historical, and ethnographic studies.

Because the joint management plan is a cooperative planning effort between the National Park Service, Navajo Nation, and Bureau of Indian Affairs, consultation with Native American groups is an integral part of the process. The majority of planning team members are Navajo, and the team has consulted with canyon residents, local Chapter members, and Navajo Nation offices.

CONSULTATION/COORDINATION

Public scoping meetings were held in 1985 at the Chinle and Tsaile-Wheatfields chapter houses. The draft plan will be sent to the following agencies and offices for review:

FEDERAL

Advisory Council on Historic Preservation

Bureau of Indian Affairs, Navajo Area Office
and Chinle Agency

U.S.D.A. Soil Conservation Service

STATE

Arizona State Historic Preservation Office

NAVAJO NATION

Office of the Chairman and Vice-Chairman

Council Delegates Office

Division of Natural Resources

Navajo Parks and Recreation

Navajo Fish and Wildlife

Navajo Forestry

Navajo Natural Heritage Program

Navajo EPA

Policy Research and Development

Navajo Air Quality Program

Water Resources

Abandoned Mined Lands
Navajo Nation Historic Preservation Office
Navajo Land Administration
Navajo Nation Archeology

Division of Public Safety
Resource Enforcement Agency
Police Services

Navajo Justice Department

Division of Economic Development (CANDO)
Business Regulatory Department
Tourism Development Office

Office of Navajo Broadcast Services

Chinle Chapter

Tsaile-Wheatfields Chapter

White Clay Chapter

Crystal Chapter

Sawmill Chapter

Navajo Community College

Hopi Tribe

All-Indian Pueblo Council

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Authorizing Legislation
February 14, 1931

An Act To authorize the President of the United States to establish the Canyon De Chelly National Monument within the Navajo Indian Reservation, Arizona, approved February 14, 1931 (46 Stat. 1161)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That with the consent of the tribal council of the Navajo Tribe of Indians the President of the United States is hereby authorized to establish by presidential proclamation, the Canyon De Chelly National Monument, within the Navajo Indian Reservation, Arizona, including the lands hereinafter described.

Canyon de
Chelly National
Monument, Ariz.

Established,
within Navajo
Indian Reserva-
tion, with
consent of their
council.

Description.

Township 4 north, range 7 west, north half section 5, and northeast quarter section 6; township 5 north, range 7 west, south half section 15, section 19, south half section 20, section 21, section 22, south half section 23, north half section 26, north half section 27, north half section 28, sections 29, 30, 31, and 32; township 3 north, range 8 west, section 4, east half section 5; township 4 north, range 8 west, sections 6 and 7, southwest quarter section 17, sections 18 and 19, west half and southeast quarter section 20, sections 29 and 30, north half section 31, sections 32 and 33; township 5 north, range 8 west, section 7, section 13, south half section 14, south half section 15, south half and northwest quarter section 16, sections 17 to 24, inclusive, north half section 25, north half section 26, section 27, north half and southeast quarter section 28, north half section 29, north half section 30 and southwest quarter section 31; township 6 north, range 8 west, north half section 3, sections 4 to 8, inclusive, west half section 18 and northwest quarter section 19; township 7 north, range 8 west, south half section 33, section 34 and west half section 35; township 4 north, range 9 west, sections 1 to 3, inclusive, east half section 4, north half section 10, north half section 11, sections 12 and 13, east half section 24 and east half section 25; township 5 north, range 9 west, sections 4 to 31, inclusive, east half section 33, and sections 34 to 36, inclusive; township 6 north, range 9 west, sections 1 to 3, inclusive, sections 10 to 15, inclusive, sections 21 to 23, inclusive, north half section 24; north half section 26, sections 27 to 29, inclusive, southeast quarter section 30, and sections 31 to 34, inclusive; township 5 north, range 10 west, sections 1 to 18, inclusive, north half section 22, sections 23 to 25, inclusive, north half section 26, and north half section 36; township 6 north, range 10 west, east half section 34, section 35, and south half section 36, embracing about eighty-three thousand eight hundred and forty acres of unsurveyed land, all west of the Navajo meridian, in Arizona. (U.S.C., 6th supp., title 16, sec. 445.)

Rights of In-
dians reserved.

SEC. 2. That nothing herein shall be construed as in any way impairing the right, title, and interest of the Navajo Tribe of Indians which they now have and hold to all lands and minerals, including oil and gas; and the surface use of such lands for agricultural, grazing, and other purposes, except as hereinafter defined; and the said tribe of Indians shall be, and is hereby, granted the preferential right, under regulations to be prescribed by the Secretary of the Interior, of furnishing riding animals for the use of visitors to the monument. (U.S.C., 6th supp., title 16, sec. 445a.)

SEC. 3. That the National Park Service, under the direction of the Secretary of the Interior, is hereby charged with the administration of the area of said national monument, so far as it applies to the care, maintenance, preservation and restoration of the prehistoric ruins, or other features of scientific or historical interest within the area, and shall have the right to construct upon the lands such roads, trails, or other structures or improvements as may be necessary in connection with the administration and protection of the monument, and also the right to provide facilities of any nature whatsoever required for the care and accommodation of visitors to the monument. (U.S.C., 6th supp., title 16, sec. 445b.) Control, etc.

An Act To amend the description of land described in section 1 of the Act approved February 14, 1931, entitled "An Act To authorize the President of the United States to establish the Canyon De Chelly National Monument within the Navajo Indian Reservation, Arizona," approved March 1, 1933

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the description of the tract of land described in section 1 of the Act approved February 14, 1931, entitled "An Act to authorize the President of the United States to establish the Canyon De Chelly National Monument within the Navajo Indian Reservation, Arizona" (U.S.C., title 16, secs. 445, 445b), be, and the same is hereby, amended to read as follows: Canyon de Chelly National Monument, Ariz. Amends land description contained in sec. 1, 46 Stat. 1161. (See p. 313.)

"All lands in Del Muerto, De Chelly, and Monument Canyons, and the canyons tributary thereto, and the lands within one-half mile of the rims of the said canyons, situated in unsurveyed townships 4 and 5 north, range 7 west; townships 4, 5, and 6 north, range 8 west; townships 4 and 5 north, range 9 west; and in surveyed townships 4 and 5 north, range 6 west; townships 3, 6, and 7 north, range 7 west; township 6 north, range 9 west; and township 5 north, range 10 west; embracing about eighty-three thousand eight hundred and forty acres, all of the Navajo meridian, in Arizona."

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 1945—Apr. 1, 1931—47 Stat. 2448]

WHEREAS Congress by act of February 14, 1931 (Public, No. 667—71st Cong.), entitled "An act to authorize the President of the United States to establish the Canyon De Chelly National Monument within the Navajo Indian Reservation, Arizona," authorized the President of the United States, with the consent of the Tribal Council of the Navajo Tribe of Indians, to establish the said Canyon De Chelly National Monument by Executive proclamation;

WHEREAS the Navajo Tribal Council Assembly at Fort Wingate, N. Mex., on July 8, 1930, adopted a resolution approving the establishment of the Canyon De Chelly National Monument; and

WHEREAS it appears that the public interest would be promoted by including the lands hereinafter described within a national monument for the preservation of a great number of cliff dwellings and for their archaeological interest;

NOW, THEREFORE, I, Herbert Hoover, President of the United States of America, by virtue of the power in me vested by the said act of Congress approved February 14, 1931, do hereby proclaim and establish the Canyon De Chelly National Monument and that the following described lands in Arizona be, and the same are hereby, included within the said national monument:

NAVAJO MERIDIAN

Unsurveyed T. 4 N., R. 7 W., N. $\frac{1}{2}$ sec. 5 and NE. $\frac{1}{4}$ sec. 6;

Unsurveyed T. 5 N., R. 7 W., S. $\frac{1}{2}$ sec. 15, sec. 19, S. $\frac{1}{2}$ sec. 20, secs. 21, 22, S. $\frac{1}{2}$ sec. 23, N. $\frac{1}{2}$ sec. 26, N. $\frac{1}{2}$ sec. 27, N. $\frac{1}{2}$ sec. 28, secs. 29 to 32 inclusive;

Unsurveyed T. 3 N., R. 8 W., sec. 4 and E. $\frac{1}{2}$ sec. 5;

Unsurveyed T. 4 N., R. 8 W., secs. 6, 7, SW. $\frac{1}{4}$ sec. 17, secs. 18, 19, S. $\frac{1}{2}$, NW. $\frac{1}{4}$ sec. 20, secs. 29, 30, N. $\frac{1}{2}$ sec. 31, secs. 32 and 33;

Unsurveyed T. 5 N., R. 8 W., secs. 7, 13, S. $\frac{1}{2}$ sec. 14, S. $\frac{1}{2}$ sec. 15, S. $\frac{1}{2}$, NW. $\frac{1}{4}$ sec. 16, secs. 17 to 24 inclusive, N. $\frac{1}{2}$ sec. 25, N. $\frac{1}{2}$ sec. 26, sec. 27, N. $\frac{1}{2}$, SE. $\frac{1}{4}$ sec. 28, N. $\frac{1}{2}$ sec. 29, N. $\frac{1}{2}$ sec. 30, and SW. $\frac{1}{4}$ sec. 31;

Unsurveyed T. 6 N., R. 8 W., N. $\frac{1}{2}$ sec. 3, secs. 4 to 8 inclusive, W. $\frac{1}{2}$ sec. 18, and NW. $\frac{1}{4}$ sec. 19;

Unsurveyed T. 7 N., R. 8 W., S. $\frac{1}{2}$ sec. 33, sec. 34, and W. $\frac{1}{2}$ sec. 35;

Unsurveyed T. 4 N., R. 9 W., secs. 1, 2, 3, E. $\frac{1}{2}$ sec. 4, N. $\frac{1}{2}$ sec. 10, N. $\frac{1}{2}$ sec. 11, secs. 12, 13, E. $\frac{1}{2}$ sec. 24, and E. $\frac{1}{2}$ sec. 25;

Unsurveyed T. 5 N., R. 9 W., secs. 4 to 31 inclusive, E. $\frac{1}{2}$ sec. 33, secs. 34, 35, and 36;

Surveyed T. 6 N., R. 9 W., secs. 1, 2, 3, secs. 10 to 15 inclusive, secs. 21, 22, 23, N. $\frac{1}{2}$ sec. 24, N. $\frac{1}{2}$ sec. 26, secs. 27, 28, 29, SE. $\frac{1}{4}$ sec. 30, and secs. 31 to 34 inclusive;

Surveyed T. 5 N., R. 10 W., secs. 1 to 18 inclusive, N. $\frac{1}{2}$ sec. 22, secs. 23, 24, 25, N. $\frac{1}{2}$ sec. 26, and N. $\frac{1}{2}$ sec. 36;

Surveyed T. 6 N., R. 10 W., E. $\frac{1}{2}$ sec. 34, sec. 35, and S. $\frac{1}{2}$ sec. 36 containing approximately 83,840 acres.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An act to establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535), and acts additional thereto or amendatory thereof.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 1st day of April, in the year of our Lord nineteen hundred and thirty-one, and of the Independence of the United States of America the one hundred and fifty-fifth.

HERBERT HOOVER.

By the President:

WILBUR J. CARR,

Acting Secretary of State.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA

A PROCLAMATION

[No. 2036—Mar. 3, 1933—47 Stat. 2562]

WHEREAS Congress by act of February 14, 1931 (Public. No. 667—71st Cong.), entitled "An act to authorize the President of the United States to establish the Canyon De Chelly National Monument within the Navajo Indian Reservation, Arizona," authorized the President of the United States, with the consent of the Tribal Council of the Navajo Tribe of Indians, to establish the said Canyon De Chelly National Monument by Executive Proclamation; and

WHEREAS Congress by act of March 1, 1933 (Public. No. 404—72nd Cong. 2nd Session), entitled "An Act To amend the description of land described in section 1 of the act approved February 14, 1931, entitled 'An Act To authorize the President of the United States to establish the Canyon De Chelly National Monument within the Navajo Indian Reservation, Arizona,'" amended the description of the land described in section 1 of the act of February 14, 1931; and

WHEREAS the Navajo Tribal Council Assembly at Fort Wingate, New Mexico, on July 8, 1930, adopted a resolution approving the establishment of the Canyon De Chelly National Monument; and

WHEREAS it appears to be in the public interest that the cliff dwellings and other features of scientific and educational interest desired to be preserved be more accurately described by amending the description of the land for the Canyon De Chelly National Monument as established by Proclamation No. 1945 dated April 1, 1931;

NOW, THEREFORE, I, Herbert Hoover, President of the United States of

America, by virtue of the power in me vested by the said acts of Congress approved February 14, 1931, and March 1, 1933, do proclaim that the Canyon De Chelly National Monument as heretofore established by proclamation shall comprise the following described lands:

"All lands in Del Muerto, De Chelly, and Monument Canyons, and the canyons tributary thereto, and the lands within one-half mile of the rims of the said canyons, situated in unsurveyed townships 4 and 5 north, range 7 west; townships 4, 5, and 6 north, range 8 west; townships 4 and 5 north, range 9 west; and in surveyed townships 4 and 5 north, range 6 west; townships 3, 6, and 7 north, range 7 west; township 6 north, range 9 west; and township 5 north, range 10 west; embracing about eighty-three thousand eight hundred and forty acres, all of the Navajo meridian, in Arizona,"

and the proclamation dated April 1, 1931, heretofore issued for the establishment of the said national monument is hereby accordingly modified.

Warning is hereby expressly given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of this monument and not to locate or settle upon any of the lands thereof.

The Director of the National Park Service, under the direction of the Secretary of the Interior, shall have the supervision, management, and control of this monument as provided in the act of Congress entitled "An Act To establish a National Park Service, and for other purposes," approved August 25, 1916 (39 Stat. 535), and acts additional thereto or amendatory thereof.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the seal of the United States to be affixed.

DONE at the City of Washington this 3rd day of March in the year of our Lord nineteen hundred and thirty-three and of the Independence of the United States of America the one hundred and fifty-seventh.

HERBERT HOOVER.

By the President:

HENRY L. STIMSON,
Secretary of State.

36 CFR 7.19
32 FR 13129
Sept. 15, 1967

§ 7.19 Canyon de Chelly National Monument.

(a) Visitors are prohibited from entering the canyons of Canyon de Chelly National Monument unless accompanied by National Park Service employees or by authorized guides: *Provided, however,* That the Superintendent may designate, by marking on a map which shall be available for public inspection in the Office of the Superintendent and at other convenient locations within the monument, canyons or portions thereof which may be visited or entered without being so accompanied.

(b) The Superintendent may issue permits to properly qualified persons to act as guides for the purpose of accompanying visitors within the canyons.

[32 FR 13129, Sept. 15, 1967]

